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# VOCATIONAL GUIDANCE AND JUNIOR PLACEMENT

Twelve Cities in the United States

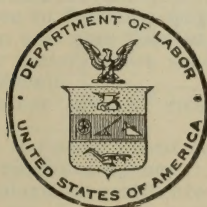
Prepared by

The Industrial Division of  
THE CHILDREN'S BUREAU

and

The Junior Division of  
THE UNITED STATES EMPLOYMENT SERVICE

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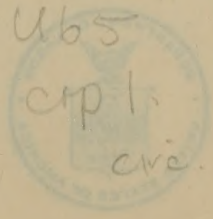
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## FOREWORD

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The last 15 years have seen a rapidly growing interest in problems connected with the transition of the child from school to work. This interest is not confined to a consideration of conditions surrounding children at work, or what is commonly understood by the term "child labor." It concerns the entire relation of the child to his preparation for occupational life, his entrance into industry, and his adjustment to the conditions he finds there, and it has found expression in the development both of vocational training and of part-time or continuation training in the public schools and of various activities within and outside the public schools that are commonly grouped together under the name of vocational guidance.<sup>1</sup>

Vocational guidance in its pioneer stage, like many other social and educational movements, was largely the result of private philanthropic enterprise, but from the beginning it was carried on in close cooperation with the schools, and more and more it has tended to become a regular part of the public-school program. This has come about not only from the fact that vocational guidance to be effective must begin many years before an individual is ready to go to work, but also from a combination of other factors that have placed the responsibility for certain guidance activities squarely upon the schools, such as the raising of the compulsory school attendance age, making more necessary than before a careful adjustment of the school course to the individual child; the great increase in the extent and diversity of opportunities for specialized training afforded by the public schools, necessitating a choice of school course; and the need, by those who have been trained in the schools, of assistance in finding suitable openings in the world of business and industry. The only phase of vocational guidance for children and young persons of school age that has reached any considerable development outside of the public schools or of private agencies working in cooperation with the public schools is the placement work conducted by the Federal Employment Service in cooperation with public schools or other local agencies and that conducted by the juvenile branches of the public employment offices maintained in a few cities by State labor departments.

The present study was undertaken in recognition of the fact that the vocational-guidance movement has reached a stage in its development where it would be valuable to take stock of what had been accomplished, to ascertain along what lines it was tending to de-

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<sup>1</sup> Vocational guidance is defined by the National Vocational Guidance Association as "the giving of information, experience, and advice in regard to choosing an occupation, preparing for it, entering it, and progressing in it." See *The Principles of Vocational Guidance* as formulated and adopted in 1924 by the National Vocational Guidance Association (The Bureau of Vocational Guidance, Graduate School of Education, Harvard University, Cambridge, Mass. [5 cents, postpaid]).

velop, and to present the facts for the benefit of students of problems relating to child labor and education, of workers actively engaged in vocational guidance, and of those contemplating the initiation of vocational-guidance programs.

Although a somewhat extensive literature on vocational guidance has developed, including accounts of organization and methods of work in various places,<sup>2</sup> as well as discussions of the theoretical aspects of the subject, reports of vocational-guidance activities in different cities have usually been prepared by persons directly engaged in the work, and therefore naturally tend to emphasize aspects of the program which have been most developed in the respective cities, or in which the writers are most interested, or which they regard as their best achievement, and to treat less fully or ignore other aspects of the work.

The object of the present survey was to furnish information regarding the development, organization, and present status of vocational guidance in certain cities of the United States, which would give more nearly uniform and comparable pictures of the work in selected places than do the reports by vocational-guidance workers themselves.

The Children's Bureau from its beginning has been interested in the question of the transition of the child from economic dependence to economic independence as one of the problems of child life, and particularly of child life in relation to employment, concerning which it was directed in its organic act to investigate and report. Before undertaking the proposed survey, however, the bureau invited the cooperation of other Federal agencies whose fields of interest are related to the subject of vocational guidance and placement—the junior division of the United States Employment Service of the Department of Labor, the United States Bureau of Education, and the Federal Board for Vocational Education. The two last-named agencies were not in a position to participate in the study. The junior division of the United States Employment Service accepted the invitation of the bureau to take an active part in the survey, contributing a field investigator and undertaking the study of two phases of the vocational-guidance program—vocational counseling and placement—and sharing the cost of printing the report.

The plans for the study were discussed with a considerable number of educators and others experienced in the vocational-guidance field, including the members of the board of trustees of the National

<sup>2</sup> See especially papers presented at national conferences on vocational guidance, published in U. S. Bureau of Education Bulletin, 1914, No. 14 (Washington, 1914), and in Proceedings of the National Vocational Guidance Association, Fourth National Conference on Vocational Guidance, Richmond, Va., published by the association (1915). See also the Twenty-third Yearbook of the National Society for the Study of Education, Part II, Vocational Guidance and Vocational Education for the Industries (Public School Publishing Co., Bloomington, Ill., 1924), for reports of vocational-guidance work in 6 large and 4 small city school systems, prepared by persons engaged in the work, and a summary of the status of guidance activities in public schools in 143 cities. The National Vocational Guidance Association, organized in 1913, also has recently devoted a number of the issues of its official organ, the Vocational Guidance Magazine, which is edited and issued for the association eight times a year by the bureau of vocational guidance of the Harvard Graduate School of Education (see p. 84), to an account of the vocational-guidance program in certain cities, different aspects of which are described by the persons most closely concerned with their development or administration. See The Vocational Guidance Magazine (formerly the National Vocational Guidance Association Bulletin), Vol. II, No. 4 (January, 1924), No. 5 (February, 1924), No. 7 (April, 1924), No. 8 (May, 1924); Vol. III, No. 1 (October, 1924).



Vocational Guidance Association for the year 1921-22. The board, which served as an informal advisory committee representing varied points of view in formulating the outline for study, consisted of the following: John M. Brewer, director bureau of vocational guidance, graduate school of education, Harvard University; Margaret Brown, of the Vocational Guidance and Employment Service for Juniors, New York City; J. B. Buell, of the American Association of Social Workers; Anne S. Davis, director vocational-guidance department, Chicago public schools; Dorothea De Schweinitz, of the Junior Employment Service of Philadelphia; Beatrice Doerschuk, of the Bureau of Vocational Information, New York City; Owen D. Evans, assistant director vocational education, Pennsylvania State Department of Public Instruction; Arthur F. Payne, of the department of industrial education of the University of Minneapolis; William M. Proctor, of Stanford University; Helen T. Woolley, formerly director vocation bureau, Cincinnati public schools.

A questionnaire was first sent out to all cities with a population of 10,000 or over, primarily in order to locate cities in which different kinds of vocational-guidance programs had been developed; 258 cities, or 42 per cent of those replying, reported that some phase of a vocational-guidance program had been developed in the public-school system or in connection with it.

On the basis of the information received through the questionnaire and of suggestions given by the advisory committee mentioned previously and others, more than 20 cities in which vocational-guidance work was under way were selected for study. During the winter and spring of 1922 these cities were visited by one or more of the three investigators who made the field survey. Information on the vocational-guidance work in operation was obtained for each of the 20 cities. In only 12, however, was the work sufficiently well rounded or distinctive or long continued to make a detailed report worth while.

The entire field staff visited all except one of the 12 cities. The time spent in each city averaged about one week but varied for individual cities from one day to approximately three weeks in the case of cities having the largest population or the most elaborate programs, or both. It was not possible, therefore, to attempt to evaluate the success of the various methods of work found in operation. All that was attempted was to study the program of work and methods as thoroughly as possible on the basis of information obtained from the persons responsible for different phases of the work in each city and of such observation as time permitted. A considerable amount of supplementary information was obtained from published and unpublished reports and through correspondence carried on after the information collected in the field had been brought together and analyzed. In the case of a few cities where there had been a considerable development or change in any phase of the work during the year following the field survey, return visits were made to observe the reorganized work.

The survey was planned and carried out under the general supervision of Ellen Nathalie Matthews, director of the industrial division of the Children's Bureau, and Mary Stewart, director of the junior

division of the Employment Service. The field work was conducted by Miss Matthews, with the assistance of Mary Holmes Stevens Hayes, Ph. D., who was engaged by the Children's Bureau to study the use of psychological and other standard tests in their relation to vocational-guidance programs, and of Jeannette Eaton, representing the junior division of the Employment Service, who made the study of vocational counseling and placement. Each of the field investigators wrote the first draft of the sections of the reports on the work in the different cities for the study of which she was especially responsible, and wrote or assembled the material for the introductory sections relating to her subjects. The reports on the work of the 12 cities (except the sections on placement work in Atlanta, Cincinnati, and Philadelphia, which were prepared by Virginia C. Bacon, at that time assistant director of the junior division of the Employment Service) were written or brought into final shape by Miss Matthews and Nettie P. McGill, associate director of the industrial division of the Children's Bureau. Of the introductory sections two were contributed by the Employment Service. The section on "Placement" was written by Miss Stewart, and that on "School counseling in relation to vocational guidance" was written by Mrs. Bacon. Doctor Hayes wrote "Mental measurements as an aid in guidance and placement." Of the other sections contributed by the Children's Bureau Miss McGill wrote "School organization and curricula in relation to vocational guidance," and Miss Matthews wrote "Studies of occupations and industries for use in vocational guidance" and "Child labor laws and their enforcement in relation to vocational guidance."

Acknowledgment is due the persons in charge of the vocational-guidance programs in the cities included in the study, who not only made the survey possible by giving generously of their time and knowledge when the information was being collected but who also read the sections relating to the work in their cities and supplied such additional material as was necessary to bring the information up to date and to insure as far as possible its completeness and accuracy.

The report attempts to set forth in comparable form an outline of the development and present organization of the vocational-guidance program in each of the 12 selected cities and a description of the most important activities developed in connection with it. In order to enable the reader to understand the significance of the various aspects of the work, introductory sections are presented in which selected activities and their importance in the vocational-guidance program have been discussed. These sections are intended as suggestive rather than exhaustive discussions. They attempt only to indicate what are the generally accepted practices in phases of the work in regard to which a definite body of opinion has developed. No attempt has been made to outline the history of the vocational-guidance movement in the country as a whole, to discuss in detail theoretical aspects of the numerous problems involved, or to formulate standards.



# VOCATIONAL GUIDANCE AND JUNIOR PLACEMENT

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## PART I

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### SCHOOL ORGANIZATION AND CURRICULA IN RELATION TO VOCATIONAL GUIDANCE <sup>a</sup>

The success of a vocational-guidance program in assisting boys and girls to make a wise choice of educational and occupational opportunities is conditioned by the type of school organization and the flexibility of the school curriculum. Its effectiveness in any particular school system depends to a large extent upon the opportunities that the schools offer a pupil to try himself out in different activities and to train for various lines of work. The wealth and variety of individual or personal adjustments that can be made in the schools also contribute to the success of the vocational-guidance program by tending to keep children in school until they are sufficiently mature to choose a vocation and until they have received as much training for their chosen occupation as the schools can give; and the extension of the school organization and curriculum to reach boys and girls during their early years of working life, as in the continuation school, is fundamentally a vocational-guidance agency. In considering the task that vocational guidance imposes upon the school it is necessary, therefore, to consider the extent to which the junior high school or other types of school offering prevocational or try-out opportunities have been developed, whether or not vocational courses and trade schools are available, whether or not continuation schools have been established, what modifications and adaptations of the curriculum have been made to suit variations in tastes and ability, and what has been done for the handicapped through "adjustment" or "opportunity" or other special kinds of classes. The aims and methods of vocational guidance have also introduced new material in the content of school courses through the study of occupations and of other subjects closely related to vocational life.

Although the cities included in this survey present wide differences in the degree to which the organization and curricula of the public schools promote or handicap formal guidance activities, it is probably safe to assume that cities with organized vocational-guidance programs have in other respects made provision for the welfare of school children that are somewhat superior to the average.

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<sup>a</sup> This section was prepared by the U. S. Children's Bureau.



## TRY-OUT OR EXPLORATORY COURSES

### THE JUNIOR HIGH SCHOOL

The most widespread provision for the try-out or exploratory experiences that are essential to guidance is found probably in the junior high school.<sup>1</sup> Under the traditional 8-4 plan of school organization (eight years of elementary school and four years of high school), the last two years of the elementary-school course have been dedicated mainly to a review of the "fundamentals" acquired in the first six years of school life. The junior high school plan, or, as it is often called, the 6-3-3 plan,<sup>2</sup> whereby six years are spent in the elementary grades, three in the junior high school, and three in the senior high school, aims to salvage the three years following the sixth school year and turn them to account as a try-out period in which the pupil is permitted a variety of courses with which to experiment until he finds himself.

Whether a particular junior high school actually accomplishes this ideal depends, among other things, on the reasons for its establishment; many cities have organized junior high schools primarily for administrative reasons and have made little attempt to effect a better adaptation of the curriculum to the pupil than the older organization provided. But at its best the junior high school may be regarded as one of the most important agencies of vocational guidance. The curriculum itself is a means of discovering to the pupil his particular interests and capacities and of providing the basis for educational and vocational guidance and training. In addition, the success of the junior high school in retaining children in school through its appeal to varied interests and its special adaptation to adolescent needs (see pp. 102, 148, 350), its special need for counseling (see p. 33), owing to the varied curriculum that it offers and the system of departmentalization under which it usually operates, and the comparative ease with which it lends itself to the classification of pupils on the basis of ability (see pp. 12, 25), all contribute largely to its importance as an agency of vocational, or, more exactly, educational guidance.

The junior high-school idea is often said to have "swept the country." The "active development of the junior high-school movement" began with the reorganization of the public schools of Berkeley, Calif., in 1909.<sup>3</sup> In 1922, according to the United States Bureau of Education, of 1,500 cities with a population of 2,500 or more which answered a questionnaire on the subject 456 had one or more junior high schools.<sup>4</sup> Some cities are completely committed to organization on the junior high-school plan. Others have preferred to experiment, and in these cities reorganization has been tentative and the establishment of junior high schools has been gradual. Where this has been the case, junior high schools have usually been opened in sections of the city or in school districts

<sup>1</sup> For a discussion of the junior high school organization see *The Junior High School*, by T. H. Briggs. (Houghton Mifflin Co., Boston, 1920.)

<sup>2</sup> Although the junior high school organization varies in different places, the most common form includes the seventh, eighth, and ninth grades.

<sup>3</sup> Briggs, T. H.: *The Junior High School*, p. 32.

<sup>4</sup> *Junior High Schools in Cities Having a Population of 2,500 and Over*. U. S. Bureau of Education, City School Leaflet No. 12. Washington, 1923.

where need for a modification of the traditional curriculum seemed most urgent—for instance, where children were leaving school for work as soon as the law permitted. Although the ideal junior high school is a separate unit, housed in its own building, which has been planned especially for junior high-school pupils, building programs have lagged behind reorganization, and junior high schools are sometimes housed with elementary schools, so that not only is the psychological effect of new surroundings upon the entering pupil lost, but shop and other equipment also is unsuitable or inadequate for junior high-school purposes. Where reorganization is only partial certain typical features of the junior high school plan, such as replacing the one-teacher régime by departmentalization of the curriculum, have been introduced in the seventh and eighth grades of some 8-4 plan schools.

Of the 12 cities included in the survey all except 3 had junior high schools.<sup>5</sup> Reorganization on the 6-3-3 plan ranged, however, from junior high schools for all pupils, as in Atlanta, to one junior high school, as in Cincinnati. Several of the cities studied had junior high schools for approximately one-fourth of the school population; one or two planned to complete reorganization within a few years.

Although junior high schools differ in the extent to which they provide exploration of the pupil's interests and aptitudes through try-out courses, most of them aim to provide exploratory opportunities in at least one or two fields. The academic studies offer a fairly satisfactory tryout as regards a pupil's fitness for academic and professional training. In order to reach the large number who are likely to be most interested in manual pursuits most junior high schools offer also one or more typical industrial activities for try-out purposes. In many of the better organized junior high schools provision is made for wood and metal working, electrical work, and printing, and sometimes for machine-shop practice, automobile repairing, and garage work. Tryouts in the commercial field are also offered, usually "business practice" (the keeping of simple records, use of business forms, filing, use of the telephone, the telegraph, the post office, and transportation service, and simple projects in messenger work and office practice) and typewriting. Arrangements for tryout or rotation differ with the school and the system. In Atlanta, Boston, and Minneapolis, for example, each pupil spent a specified number of weeks in each shop during the first year or two of his stay in the junior high school. In Philadelphia the second half of the eighth grade was a try-out period, during which each pupil spent several hours a week in each of the various shops. In Rochester seventh-grade boys spent one semester in a "general-utility" shop and one in an elementary machine shop in order to try out their aptitudes for industrial work.

Following the try-out period the well-organized junior high school offers a choice of course (academic, commercial, or industrial) or an opportunity for elective work in language or in commercial or industrial subjects. Although the choice between the course and the elective work permits a certain amount of specialization in the chosen field, the object even in the ninth grade of the

<sup>5</sup> Since the study was completed one of these three cities, Chicago, has begun to reorganize on the junior high school plan.



junior high school is still primarily to give the pupil an opportunity to try himself out in a set of vocational activities that have appealed to him; and though these activities prepare for the various types of specialized high schools or aim to give prevocational training leading to apprenticeship in the skilled trades or to simple office work (in case the pupil must leave school at the end of the junior high school) in the best-organized schools care is taken that the child's decision at the end of the seventh or the eighth grade is not irrevocable and does not cut him off from training along entirely different lines if a change seems desirable. Ease in shifting from one type of course to another with little or no loss of time is considered an essential in the success of the junior high school system as a means of vocational guidance.

### PREVOCATIONAL COURSES FOR RETARDED PUPILS

The junior high school recognizes the needs of backward or over-age pupils, and some junior high schools admit retarded children before they have completed the sixth grade in order that they may have the stimulus of a new kind of school, especially adapted to adolescent requirements, and have companions of their own age, as well as the benefit of the try-out courses and prevocational training. Such provision is, however, usually only incidental to the main objectives of the junior high school. Another provision for try-out experience for children who mentally or for some other reason do not fit into the regular school organization is made through the institution of the "prevocational" or "opportunity" class or center, usually in a limited number of schools. Among cities included in the study such classes were found where there were also junior high schools, as in New York, Boston, Pittsburgh, and Rochester, as well as in those cities, like Chicago and Seattle, where junior high schools had not been established. Sometimes these classes are operated in connection with the high schools, as in Chicago, sometimes in connection with elementary schools, as in New York, Boston, Cincinnati, Providence, and Pittsburgh, and sometimes as separate centers or schools, as in Rochester and Seattle. The personnel of such classes includes primarily educational misfits—children who are not interested in academic work and do not expect to go to high school, some disciplinary or behavior "problems," and children who are mentally unable to progress further in the regular school program. In some places children are not admitted until they have reached at least the sixth grade, as in Boston and Chicago, but in others the grade completed may be as low as the fourth. Emphasis is usually placed on shopwork, and special attempts are made to correlate the academic teaching with the work of the shops. The prevocational school in Rochester, where many of the pupils were recruited from the upper levels of the special rooms for mental defectives, aimed to train directly for employment. The prevocational class usually aims only to afford an opportunity for trying out aptitudes along various industrial lines or to enable boys and girls to "take hold" in some sort of industrial or simple office work when they leave school at an early age or to encourage and prepare pupils to enter trade schools or technical or industrial courses in the senior high schools.



## OPPORTUNITY FOR SPECIALIZATION

The opportunity for specialization that a school system provides is obviously not so much a means of guidance as a culmination of it. A satisfactory guidance program presupposes that a pupil has selected his specialized course in accordance with his capacities and preferences after try-out courses during the intermediate years and a careful study of vocations. (See pp. 12-16.) A guidance program, however, can be expected to reach its greatest usefulness only where local schools offer ample opportunity not only to prepare for college and other higher institutions of learning but also to train directly for profitable employment.

The passage of the Federal vocational education law or Smith-Hughes Act in 1917<sup>6</sup> has resulted in a great extension of facilities for vocational education, under the supervision of the public schools, in industry, agriculture, and home economics. For a course to be eligible for aid under the Smith-Hughes Act instruction must be of less than college grade and must prepare for employment. The courses are open to any person 14 years of age or over. They may be given in all-day schools, where 15 clock hours a week must be devoted to practical work in the vocational subject, or in part-time schools or classes, under which are included general continuation schools offering courses designed to increase "the civic or vocational intelligence" of young workers. "Smith-Hughes courses" are, therefore, found in senior and junior high schools as well as in vocational schools. On the other hand, many public-school systems offer courses aiming to prepare directly for employment that are not eligible for aid under the Smith-Hughes Act. Chief among these are commercial courses.

The most common vocational courses offered in the regular day schools in the cities studied were commercial courses, which were found in every school system included in this survey. In many places commercial courses have been broadened to include a wide variety of commercial employments, from simple clerical work to salesmanship, advertising, and banking. Vocational courses, other than commercial, open to girls are usually restricted to homemaking subjects, though in a few places, usually in trade schools, other vocational courses, such as trade dressmaking, trade millinery, costume designing, novelty work, power-machine operating, catering, and commercial art, are offered, and printing courses also are sometimes opened to girls. Boys, on the other hand, usually have a wide choice of trade training.

In a few places vocational courses, as distinguished from industrial courses of a prevocational character, are given in one or more of the junior high schools—these courses were of the Smith-Hughes type in Atlanta (for colored pupils), Oakland, Pittsburgh, and Rochester—to meet the needs of pupils with mechanical ability who are believed more likely to profit by an industrial course than by the regular school program and to assist those who for various reasons must leave school early to obtain short intensive courses of

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<sup>6</sup> 39 Stat. 929.

training. The junior high school pupil is usually considered too immature and inexperienced, however, to profit by trade training.

In most senior high schools, on the other hand, pupils expecting to go to work at the end of their high-school course may receive training for gainful employment, if it is only a course in typewriting and stenography. Many city high schools give two and four year courses with a vocational aim in a variety of subjects, of which some are eligible for aid under the Smith-Hughes Act, others are not. Most of the cities surveyed offered vocational training in high school, not only in commercial work but in other lines as well. Training in skilled trades was the most common, but among other types of courses offered were: A four-year agricultural course, in several cities; vocational music, in three or four; and a course of training for "managerial positions in industry," in several Minneapolis high schools. Some of the larger cities also have commercial high schools which train only for commercial positions or serve as preparatory courses for colleges of commerce and finance. New York City has a textile high school, offering training for managerial positions in the various lines of the textile industry.

Where trade schools have been established they are usually open to any boy or girl 14 years of age or older regardless of the grade completed, at least nominally, though in practice they are sometimes restricted to elementary-school graduates because they can not accommodate all who apply. Seven of the twelve cities included in the study had trade schools for boys or admitted boys to the trade schools for girls, and six had one for girls or admitted girls to its trade school. The all-day trade school gives courses varying with the trade studied from a few weeks to several years.

In some places—6 of the 12 cities included in the study—either trade schools or high schools or both offer cooperative courses; that is, courses in which half time is spent in school, half time at work. Cooperation is arranged for in several ways: Sometimes half a day is spent in actual employment and half a day in school; sometimes the pupil works and attends school alternate weeks, two boys or two girls holding the same position and working alternately; occasionally work is found that requires only part time. New York has a cooperative high school, in which all courses are conducted on a cooperative basis. Commercial courses are popular for cooperative purposes, probably because commercial work lends itself to part-time employment better than most other types of work, and retail selling is reported as especially successful. Such courses may have distinct advantages. Under actual working conditions the pupil may receive a more realistic trade training than can usually be given in the classroom. He may be inducted into his working life by gradual stages, under supervision. His academic or school work, if closely correlated with his job, takes on new meaning and fresh interest. A pupil who would otherwise be financially unable to remain in school may earn at least part of his expenses while obtaining his training, and his work in the cooperative course may so recommend him to his employer that the latter may offer him a position immediately on the completion of his course. From the point of view of the school the cooperative course strengthens the affiliations of the school with employers, which all too often are



reported as restricted to periods when employers face a labor shortage.

However, practical obstacles in the way of successful cooperative training are many. Boys who make good may be tempted by the offer of full-time employment and wages to leave school altogether. The occupations and jobs that can accommodate workers on a part-time basis are comparatively few in number and restricted in scope. Industry also is not organized in such a way that it can always furnish an educational type of work for the young worker, and too often the cooperative job has no educational content but is rather a means of keeping a child in school by enabling him to earn. A sufficient number of coordinators to visit the places of employment, supervise pupils on their jobs, act in a counseling capacity, and correlate the school work and the occupation are necessary if much of the value of the cooperative course is to be preserved; and effective coordination is expensive. A piece of work in one of the Philadelphia high schools suggests interesting possibilities in coordinating: A trained employment worker on the staff of the central school employment office acted as coordinator and on the completion of the course placed in positions the pupils who had received their practical training under his supervision.

A somewhat different type of training "on the job" is offered by apprenticeship courses such as those conducted in Chicago and Boston. In Chicago the schools have entered into agreements with several trade-unions whereby apprentices work in the trade part of the year and attend school part of the year, the school work being related to the trade training. One of the Boston schools gives two years of apprenticeship training in selected trades in the school, but withholds a diploma until after the apprenticeship has been completed in the trade.

Occasionally special provision is made for the vocational training of the mentally or physically handicapped child. Most of the training provided for such children is prevocational in character (see p. 4), but the Rochester prevocational school aims to give actual vocational training of the "one-operation" type to boys of limited mentality and places them in the trades for which they have received training, and the Manhattan Trade School for Girls in New York City maintains "trade extension" classes for girls who are mentally incapable of learning a skilled trade, but who may be trained to become helpers or assistants. Such provisions as these are a recognition that vocational courses should not be made the "dumping ground for failures" that they have sometimes been, and that the vocational school should not be expected to make skilled mechanics of mental defectives, though these can and should be given industrial training commensurate with their ability. In New York City the vocational schools for both boys and girls have so-called cardiac classes, in which is given instruction in trades suitable to persons handicapped by heart disease.

Guidance may be supposed to be an accomplished fact by the time a pupil enrolls in a course definitely preparing for a vocation; hence the only phase of a guidance program usually found in a vocational school or in effect for pupils taking vocational courses, except as the coordinator in cooperative courses gives guidance is some form of placement. Placement is often considered vital to the success of a



vocational course. Even where centralized placement bureaus have been organized in the public-school system or in cooperation with the schools it is found in almost every instance that commercial and technical high schools and trade and vocational schools have their own placement organizations and attempt to place their own pupils. Placement by the school is supposed to give prestige to the school and to keep it sensitive to the demands of the employing market and aware of the success or lack of success of its curriculum and methods. Usually where there is a central placement agency the attempt is made to coordinate the placement work of the various vocational schools as far as possible with that of the central agency in order to avoid the disadvantages of decentralized junior placement work.

### THE CONTINUATION SCHOOL AS A VOCATIONAL- GUIDANCE AGENCY

One of the main purposes of the continuation school<sup>7</sup> is the adjustment and supervision of young workers; in other words, vocational guidance. Although a guidance program that is postponed until the continuation school is reached is not to be recommended the immediacy of the problem is an advantage. The boys and girls have all had some contact with the working world and have reached an age when any vocational knowledge or advice can be turned to immediate account.

Although the aim of the continuation school is not primarily vocational training the Federal vocational-education law includes continuation schools under its benefits and has been influential in increasing the number of continuation schools. Prior to the passage of the act only 3 States had legislation establishing continuation schools, but in 1924, 26 had public continuation school laws containing compulsory provisions. In some places, as in Atlanta and Cincinnati, voluntary part-time schools have been established.

All except two of the cities included in this study had established continuation schools. The required age for attendance is usually up to 16, but some State laws require the attendance of working minors up to the age of 18. The maximum amount of attendance required in the cities surveyed was eight hours per week and the most common was four. In most places about half the required attendance period was devoted to general education and half to practical work, though in some continuation schools young workers who wish to devote full time to academic work are permitted to do so. The time is very short to accomplish the aims of the continuation school. Boys and girls taking trade courses on the cooperative plan spend half time in school, and it has been advocated that half-time continuation schools also be provided in which the young worker in an unskilled employment may have an equal chance with the one who is learning a trade to continue his education.<sup>8</sup> The possibilities of such a continuation school have been demonstrated in the half-time classes for telegraph

<sup>7</sup> For a discussion of the history, function, and organization of the continuation school see *Day Schools for Young Workers*, by Franklin J. Keller (The Century Co., New York 1924).

<sup>8</sup> For a discussion of the content of "vocational education" for unskilled young workers see "The routine job and the routine child," by Helen Thompson Woolley, in *The National Vocational Guidance Bulletin* (now *The Vocational Guidance Magazine*), Vol. 1, No. 10 (May, 1923), pp. 167-171.

messengers established some years ago in Cincinnati.<sup>9</sup> Classes are sometimes held in factories or in stores that have a sufficient number of workers of continuation-school age to form classes of their own, and in this way the advantages of time saving and of special equipment and material may be had, but although these classes are taught by public-school teachers and are under the supervision of school authorities there is always a possibility in such an arrangement that the general purposes of the continuation school will be subordinated to the convenience or profit of the store or the factory.

The effectiveness of the continuation school as a guidance agency depends upon discriminating classification of pupils and the development of coordination between school and work. Continuation-school children are an even less homogeneous group than are those in the full-time schools; they differ widely in age, physical and mental development, and previous education, in the kind of work in which they are engaged, and in their interests and aptitudes. They enter the continuation school at different times, attend for varying periods, and leave whenever they reach the legal age for discharge. Classification must, therefore, be based on a study of the individual. Some continuation schools have an "entry" or "reservoir" or "preparatory" class for entering pupils, in which each pupil is studied and given an opportunity for a few days or weeks to try himself out in the courses given in the school until he can decide what is the most desirable work for him to take. This plan has excellent possibilities, if the study of the pupil's interests and abilities is not merely perfunctory and if the information that is imparted regarding school courses and occupational possibilities is not too superficial. The results of mental measurements and knowledge of the child's occupation, as well as of his grade attainment and of his previous school record are invaluable aids to proper classification. It is not safe to use the last grade attended as the sole basis for classification in the continuation school, where individual differences must receive more consideration than is usually accorded them in the regular day-school organization.

Coordinating what the young worker does in school with his working life and following him up in his employment are considered integral parts of the continuation-school program. Some schools have instituted a series of "lessons in vocational guidance" in which information on occupations is systematically given, as well as information on local working conditions, elementary ethics and economics in relation to daily work, information on laws affecting the employment of minors, etc. Almost all continuation schools aim to give the presentation of the academic subjects a vocational slant, relating them closely to the young wage earner's employment and immediate environment. In some continuation schools the worker is required to study as far as possible vocational subjects related to his occupation; in others he is encouraged to do so only if the occupation has possibilities for training or promotion.

All too often, of course, the juvenile worker is engaged in a routine job that defies correlation with any kind of vocational training.

<sup>9</sup> See *The Issuing of Working Permits and Its Bearing on Other School Problems*, by Helen Thompson Woolley (reprint from *School and Society*, Vol. I, No. 21, pp. 726-733 [May 22, 1915]).



In such cases the continuation school has the responsibility of advising the young worker in regard to occupations for which he may train, giving him the necessary training, and placing him in the occupation when he is fitted for it.

Probably the greatest single factor in coordination is the appointment in some schools—in 7 of the 10 cities studied which had continuation or part-time schools—of coordinators to visit the places of employment of the pupils and, more rarely, the homes, and to correlate the school work with the pupils' daily employment and environment. In some cities where there are no specially appointed coordinators for continuation schools, the teachers, either a selected number or the entire staff, act as coordinators. The coordinator must perforce be in close touch with placement problems; and he either carries on placement himself, or cooperates with a central junior employment agency.

A number of State continuation-school laws either specifically or by implication require temporarily unemployed children to attend regular day school, but the requirement involves so many administrative problems which have not yet been successfully solved that it has not been generally enforced. In an attempt to supervise more effectively the temporarily unemployed young worker a few States (Delaware, Massachusetts, New Jersey, and New York) require unemployed boys and girls of continuation-school age to attend continuation school several hours a day.<sup>9a</sup> Although it is sometimes difficult to provide worth-while instruction for these unemployed children, whose attendance is of necessity sporadic and irregular, such a provision has the merit of keeping adolescent children out of the streets for part of the time during their usually frequent periods of unemployment, of reducing the time spent in looking for a job, and of having children immediately available for placement when new positions are open.

## CLASSIFICATION ON THE BASIS OF CAPACITY

Success in guidance is predicated on a study of the individual and a careful adjustment of the school to the widely varying capacities of its pupils.

Probably the earliest attempt to provide for individual differences among pupils was the creation of special rooms for the physically or mentally handicapped. The first class for mentally defective children in the United States was organized in Providence in 1896,<sup>10</sup> and the number has rapidly increased so that now almost every city which takes any cognizance of variations in ability among school children provides at least for the most defective, though it is generally agreed that the provision is almost everywhere inadequate for the need. Instruction in "ungraded" classes, as they are frequently called, is largely individual and includes a considerable amount of handwork, most of which has a cultural rather than a vocational objective. In some cities children of somewhat higher mentality, though decidedly below average, are taught in separate classes, sometimes designated "borderline-classes."

<sup>9a</sup> In Wisconsin both employed and unemployed children under 16 subject to the continuation-school law must attend half of each school day.

<sup>10</sup> Holmes, William H.: *School Organization and the Individual Child*, Part Two, p. 37. The Davis Press, Worcester, Mass., 1912.



Provision is made also in some school systems for children who are over age but whose retardation is not sufficient to cause them to be assigned to special rooms—the group generally classed as “dull normal”—and for other backward children who, while giving every indication of average and sometimes higher than average mentality, are unable to attain the grade that is normal for their age, perhaps because of language difficulty, illness, physical defect, poor home conditions, employment outside of school hours, or school maladjustments of one sort or another. These classes bear various names. For example, the “opportunity” or “adjustment” classes of Chicago, New York, Atlanta, and Oakland were known as “observation” classes in Cincinnati, “orthogenic-backward” classes in Philadelphia, and “restoration” classes in Seattle. Their purpose is to bring children up to their normal grade by individual coaching, by giving specific attention to special-subject failures, by ameliorating outside factors, or by correcting physical defects. Classes are small, and the length of time a pupil remains in the class varies with the amount of retardation to be overcome and his rate of progress. The curriculum is confined to the regular school program. Generally an effort is made to reach these children as young as possible, though in Minneapolis there was an adjustment class for junior high-school pupils.

The type of provision for physically handicapped children varies with the city. Some of the largest cities included in the study made provision for children with almost every kind of physical defect—the tuberculous, the blind and those with defective vision, the deaf, the hard of hearing, the dumb, the crippled, the malnourished, etc.—and a few employed teachers for children in hospitals. In classes for the physically handicapped the method of instruction and the curriculum are adapted to the specific disability, and where conditions are remediable therapeutic measures and treatments are often made a part of the routine of the classroom.

The schools have been slower to provide for individual differences and to adapt the curriculum to the pupil's capacity where the inability to follow the ordinary school curriculum has been less obvious than in the cases described above. Occasional attempts were made as far back as the nineties, and in at least one or two experiments even earlier, to break the “lock step” of the schools.<sup>11</sup> Since the widespread use of intelligence tests (see pp. 23–26) has demonstrated how widely varying among the pupils in any ordinary teaching unit is the ability to learn, most progressive school systems have shown a tendency to classify pupils in such a way as to make each group more homogeneous. Such classification enables each pupil to advance as fast as his ability permits, or, through modification of the content of the curriculum in accordance with the powers of the pupils in each group, allows all to advance in accordance with their chronological age but gives the brighter pupils a more varied and interesting curriculum and exacts of the slower pupils only the “minimum essentials” of the regular school course. Classes under the first plan, which enables the brighter pupils to save time, are known as “accelerated” classes. The brighter pupils under the

<sup>11</sup> For a brief review of the “Cambridge plan” and others, see *The Twenty-third Year Book of the National Society for the Study of Education, Part I, The Education of Gifted Children*, pp. 8–20 (Bloomington, Ill., 1924).

second plan are said to receive an "enriched" course. Such classifications may be based on the results of mental tests, on achievement tests or standard educational tests, on teachers' estimates of ability, on school records, or on a combination of any of these criteria. Some schools still depend on unstandardized criteria in classifying, but scientific methods for measuring individual differences are receiving increasing recognition.

Classification on the basis of mental ability is too often deferred until the junior high school is reached. The junior high school has been the first point of attack, chiefly because the number of pupils per class is usually large, so that each class can easily be divided into a number of groups. Many junior high schools are organized into three groups—known as slow-progress, normal-progress, and rapid-progress classes, or by similar designations—and some, as in Atlanta, for example, are even more minutely graded. As has been noted (see p. 4), some junior high schools in addition to these groups have an "X" class, to which are assigned children who are really incapable of doing regular junior high school work but who are admitted in order to have the benefit of some of the shop training and the junior high school social activities. It is recognized, however, that classification should begin much earlier in the school life of the child in order that the slow and the average pupil may not become discouraged in trying to keep up the pace set by pupils of more than average ability, and that the latter may not learn habits of idleness because their school work is too easy for them; and an increasing number of schools are giving mental tests to school entrants and are classifying children in the primary grades.

In some of the cities included in the study classification on the basis of mental ability was attempted in the senior high school, usually only of first-year high-school pupils. But the fact that classes are small and high schools overcrowded often makes it impracticable. Where the senior high school and the vocational schools provide varied curricula to suit different aptitudes and capacities there is a certain amount of what may be termed automatic classification, so that classification based on mental differences as revealed by tests may be less necessary.

Probably less has been done for very superior or "gifted" children than for any other group in the public schools, but the work of Terman and others has been influential in making some of the schools conscious, at least, that they have an obligation to provide special educational facilities for gifted children, and interesting experimental work has been done in their behalf. In this connection may be noted the special college-preparatory high schools in Boston and Cincinnati, open only to intellectually superior pupils.

## VOCATIONAL-INFORMATION COURSES

The National Vocational Guidance Association in its *Principles of Vocational Guidance*<sup>12</sup> has the following to say in regard to giving school children a general background of vocational information:

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<sup>12</sup> The *Principles of Vocational Guidance* as formulated and adopted in 1924 by the National Vocational Guidance Association. The Bureau of Vocational Guidance, Graduate School of Education, Harvard University, Cambridge, Mass.



The study of the common and local occupations, vocational opportunities, and the problems of the occupational world should be carried on before the end of the compulsory school age. Such study should be provided in organized classes for all students in junior high and high schools. It should give the pupil an acquaintance with the entire field of occupations and a method of studying occupations wherewith he can meet future vocational problems. In addition, the study of occupations should be offered in continuation schools, evening school for adults, and colleges.

Teachers of classes in occupations, counselors, or investigators should be given time to study occupational needs and opportunities.

Even where there is no central vocational-guidance agency to foster and supervise the giving of such information in the schools many school officials have become conscious of the danger and wastefulness of the "trial and error" method by which the young worker commonly comes by all the knowledge that he may ever possess of occupations, conditions of work, and the organization of business and industry, and they are making an attempt to give school children an idea of the "world of work" that awaits them and the importance of adequate preparation for it.<sup>13</sup>

The provisions made for carrying out this aim vary from the custom of having an occasional speaker address the school assembly on vocational subjects to the carefully planned course of study covering several school grades. In Seattle at the time of this study the assembly-speaker plan had been considerably developed and consisted of a series or course of lectures on vocational opportunities for which the speakers were carefully selected, made thoroughly acquainted with the objectives of the course, and provided with an outline. Even there, however, the plan was designed only as a make-shift until a satisfactory course in vocational information could be adopted (see p. 322), and though at its best the address from the outside speaker, like all first-hand material, has the merit of freshness and vitality it is in general regarded rather as a means of supplementing the vocational-information course than as a substitute for it.

Some schools, especially where the curriculum is felt to be overcrowded, seek to discharge their responsibility by giving vocational information in connection with one or more of the traditional school subjects. The Grand Rapids system of vocational guidance through English composition is one of the most carefully organized and best known of these plans.

It is essentially a common-sense attempt to introduce as content material a mine of information that is important wherever introduced. It is recognition of the fact that English composition, like certain other school subjects, is a tool subject, and that children may as well sharpen their tools on useful things as on things that are of no use. \* \* \* The value of such method of teaching vocational guidance will depend almost entirely upon how much the teacher knows of the world of occupations. The success or failure of such a course hinges on the teacher's knowledge of occupational material.<sup>14</sup>

<sup>13</sup> The following summary of the replies received in answer to a questionnaire sent out by the Children's Bureau in the fall of 1922 (see p. xi) to all cities with a population of 10,000 or more gives some indication of the extent to which the importance of giving vocational information to school children has been recognized: Of 617 cities replying to questions on the giving of vocational information 311 did not give vocational information in the classroom, and 110 gave such information only in connection with other school subjects. Of 196 giving regular courses in vocational information, 54 gave a course in grades below the ninth (23 of which gave it also in the ninth or a higher grade), 73 gave one only in the ninth or a higher grade (13 of which gave it only in continuation, part-time, or vocational school).

<sup>14</sup> Vocational Guidance and the Public Schools, by W. Carson Ryan, jr., p. 79. U. S. Bureau of Education Bulletin, 1918, No. 24. Washington, 1919.



History, geography, manual training, and other school subjects also are utilized in this way. In some places the vocational-guidance departments collaborate with the supervisors of various subjects and grades in working out satisfactory methods for utilizing the regular school work as a vehicle for such information. Although this kind of instruction is extremely valuable as supplementary work, the introduction of vocational information into regular school subjects, however well planned, can not take the place of a definite course of study of occupations.

Where vocational-guidance activities have been developed to a considerable extent, as in the cities included in the study, a special course in vocational information is usually either introduced into the curriculum or given as part of a closely related course, such as civics or elementary economics. In all except one or two of the cities studied some or all schools gave such a course. The aim is to reach children before they begin to leave school in large numbers. Hence, the course is given as early as the sixth grade in some places, as in the Atlanta schools, but in many places it is postponed until the ninth grade (see footnote 13, p. 13). The latter grade appears to be somewhat late if the course is to accomplish its purpose of emphasizing the importance of staying in school and the vocational value of an education. In Rochester a course planned to meet the special needs of each grade is given throughout the junior high school. When a vocational-information course is offered in the senior high school it is usually as an elective, though in some schools, as in the Julia Richman High School in New York, it is required for special groups of pupils—for example, those below average mentality or those who expect to leave school early.

Differences between the courses in emphasis, method, and content are striking. The courses are known by a variety of names. There are "guidance" courses in Philadelphia and in Rochester, a course in "community-life problems" in Minneapolis, courses in "occupations" in Providence and in Oakland, and courses in "social economics" in Pittsburgh. The Atlanta schools give courses in "vocational civics," a New York trade school requires a course in "trade ethics," and some of the New York continuation schools have "vocational-guidance lessons." Many commercial high schools offer a course in "local industries," a blend of industrial and commercial geography, elementary economics, and vocational information. To some extent the names indicate the aim and method of treatment. But though in detail no two courses are alike all of them may be roughly classified under two types: (1) Those in which the nucleus is a detailed study of selected occupations—the duties, remuneration, and opportunities, and the training required in each, chiefly from the point of view of the worker; and (2) those in which the principal emphasis is placed on the social and economic structure of society, and vocations are studied chiefly in their social and economic significance, from the angle of their importance in local, national, or world industry. For the younger groups of pupils such material must be simply presented, especially if the objective is not primarily culture, but is the acquisition of vocational information. Certainly the direct, personal approach makes a special appeal to younger

children. Either type of course may include information on the legal regulation of the work of minors, on workmen's compensation laws, minimum wage laws, and hour laws, on trade-unions, etc. Or it may touch upon a wide variety of personal factors involved in vocational success, such as the proper manner of applying for a position, and suitable business dress. It may attempt to show the value of education in general and with reference to selected vocations and the importance of making a choice of work and of beginning preparation for it early. It may include explanations and discussions of the courses or elective subjects offered in the next higher school grade or in the local high schools or specialized schools. Probably the most satisfactory courses include all these features with the emphasis placed in accordance with the age and immediate needs of the pupils, like the three-year "guidance" course in the junior high schools of Rochester (see pp. 343-348), which is the result of a number of years of experimentation in the giving of vocational information.

In some places the department of vocational guidance or some other central agency plans and directs the course. In others the teacher is expected to provide her own outline. In some the course consists of hardly more than assignments of lessons to be learned by rote from an out-of-date textbook. In others a great variety of supplementary material is drawn upon—outside reading over a wide range, pictures, posters, moving pictures, outside speakers, interviews with persons engaged in specific occupations or industries. Almost all courses in vocational information include trips to local industrial and business establishments, but the value of such trips varies widely, depending upon the care with which they are planned and with which the pupils have been taught what to observe.

Teachers, in departmentalized schools usually the social-science teachers, give most of the courses, though in some cities—New York, Boston, Philadelphia, and Oakland among those studied—usually where a central vocational-guidance department supervises the work of school counselors, the vocational-information course is one of the counselor's duties. In Providence, where special emphasis is given this phase of vocational guidance, the grade-school teachers who were giving the course in occupations had been specially trained for it through a course given by the Harvard Bureau of Vocational Guidance. But many teachers have little knowledge either of the subject or of the technique of presenting it. Few know anything of business or industry at first hand, and many are not acquainted with the results of the research studies in this field. (See p. 74.)

Where there is a vocational-guidance department efforts are made to put teachers of vocational-information courses in touch with suitable material and even to supply them with such material. The vocational-guidance agencies in Chicago, Philadelphia, and Cincinnati make studies of occupations and industries of local importance, and the vocational-guidance departments of Minneapolis, Atlanta, and Providence provide teachers with a variety of leaflets and articles for use in the vocational-information classes. Some of the vocational-guidance departments hold regular conferences with teachers of these classes or conduct vocational trips for teachers. In Cincinnati a member of the staff of the vocational-guidance

department gives a course in vocational civics for normal-school students.

In the national field mention should be made of the contribution of the Harvard Bureau of Vocational Guidance in the preparation of outlines and material for use in vocational-information courses and in training teachers to give such courses.<sup>15</sup> (See p. 84.)

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<sup>15</sup> For outlines for the study of an occupation, prepared by John M. Brewer, director of the Harvard Bureau of Vocational Guidance, see *Occupations*, by Enoch Burton Gowin and William Alonzo Wheatley, revised by John M. Brewer, pp. 17, 98-100 (Ginn & Co., Boston, 1923).



# MENTAL MEASUREMENTS AS AN AID IN GUIDANCE AND PLACEMENT<sup>a</sup>

## KINDS OF TESTS EMPLOYED

In the history of mental testing school children have played one of the principal rôles, if not the leading one. The reliability of a test of any sort depends upon the establishment of norms or standards, for which uniform groups sufficiently large to represent a fair sample are necessary. The arrangement of public-school children by grades, where the numbers are large and the ages center closely around a common mode, lends itself admirably to such sampling, and psychological tests, similar as they are to the regular school-room procedure, can be applied to such a group so readily that it is easy to see why school children have served as subjects for much of the early work. This early work was, however, frankly experimental, its purpose being to establish standards on which to base a judgment of an individual's intelligence or achievement. Moreover, most of this work was conducted by agencies outside the public-school systems, chiefly by members of the psychological departments of neighboring universities and their students. The giving of psychological tests to public-school children has passed the experimental stage, however, and there are now on the market several dozen standardized series of intelligence tests. Where the value of such work is recognized the giving of tests has passed out of the hands of independent investigators and has become a regular part of the school system. In all the cities included in the survey psychological testing was carried on by individuals or bureaus appointed by the boards of education for the purpose, and they were responsible to the superintendent of schools.

Tests of general intelligence are the ones in common use. Such tests propose to measure an individual's general native capacity to learn or to profit by experience. They do not claim to indicate special abilities or disabilities or particular fitness for one line of work or study as opposed to another. They offer, therefore, no basis for strict vocational guidance other than to say, "This child stands high among his mates in the ability he shows to profit by the experiences and interests which he has encountered to date." From any information derived from this test record one has no basis for assuming that a child would make a better lawyer than a doctor or a better carpenter than a plumber, but one may feel reasonably safe in recommending that his mental capacity warrants, for example, an opportunity for professional training or a position demanding a high degree of mental ability.

The most important distinction between the general intelligence tests is between those given individually and those given to groups. In the former the examiner questions, instructs, and times each indi-

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<sup>a</sup> This section was prepared by the U. S. Children's Bureau.

vidual child and scores his success or failure on each performance. In the latter the time limits are fixed, all the responses are made by writing or making check marks on test blanks, and the scoring is done after the examination is completed.

The mental test used in giving individual examinations is usually some form of the Binet-Simon scale, supplemented, where it seems advisable, by a selection from a number of other tests. Performance or nonlinguistic tests of the form-board type are also widely used in individual testing. Group tests received their impetus from the mental examinations given to the National Army in 1917-18, and those that have been developed since then are of the same general type as the Army tests. Of the standardized group tests now in print four seem to be almost equally popular. These are the National, Haggerty, Otis, and Terman. Limits of space prevent further discussion of these tests, but summarized descriptions of them can be found in Pintner's "Intelligence Testing."<sup>1</sup>

Various other types of tests, which would be valuable to the vocational-guidance bureau or the placement office, are for one or another reason used little, if at all. One of these, which might be called a differential diagnostic test for occupations, would be helpful to vocational-guidance workers, but because it is very difficult to work out it has been but little used and was not reported by any of the cities included in the present study. It depends primarily on a job analysis of the work in question—whether it be driving a street car or assembling a special type of carburetor. A test is devised in which the actual job is simulated, or analyzed to discover its essential factors and the qualities required for success in doing it, such as keenness of perception, rapidity of eye movement, quick reaction time, and ability to estimate distance, and the individual is tested for those qualities. It is the kind of test that can better be devised and used in an industrial concern than in a central laboratory because of the great variation in jobs among different concerns as well as the constant improving of all industrial processes, which requires constant revision of the test. On the basis of such a test it is possible to discover individuals who would stand a poor chance of succeeding on a particular job and others for whom one would feel reasonably sure in predicting success.

Another type of test valuable to the vocational counselor is a test of special aptitudes. Unfortunately psychology has very little to offer along this line. In the first place considerable doubt still exists as to just what constitutes an aptitude. There is clearly such a thing as an aptitude for music and an aptitude for artistic creation. Mechanical ability has been considered an aptitude by some; literary ability is sometimes regarded as a native capacity which manifests itself independent of training; and there are those who would like to speak of an aptitude for arithmetic, for spelling, for science, etc., so that the term becomes too loose for further service. It is perhaps for this reason that psychologists have been slow in bringing out tests of this sort, but whatever the reason, the Seashore tests of musical ability are the only ones in general use for diagnostic and guidance purposes. Mention should be made of the Stenquist tests of mechani-

<sup>1</sup> Pintner, Rudolf: *Intelligence Testing, Methods, and Results*, pp. 146-166. Henry Holt & Co., New York, 1923.



cal ability, even though it is still questionable whether mechanical ability results from an inborn native capacity or is the result of special opportunities and interests.

Tests of manual dexterity, such as tests of motor coordination, steadiness, and precision, were developed to a considerable extent some years ago. During the last decade, however, they have steadily declined in favor and now are rarely used in practical examining. This decline is due in part, doubtless, to the time and trouble it takes to administer them, and in part it is the result of the great wave of interest in general intelligence tests which has tended to overshadow interest in special factors. If the movement toward vocational guidance continues for another decade with the same velocity that it now possesses it is not improbable that such tests will return to favor as means of measuring manual requirements for occupations.

Scales for rating personality, characteristics, and range of interests are a form of mental measurement undoubtedly of value, but they are difficult to devise in suitable form; and though scales for rating men on personality characteristics have been constructed and used both in the Army and in industry, reliable objective tests of character qualities are few and rather vague.<sup>2</sup>

Two other groups of tests, differing fundamentally from intelligence tests in that they tell only what progress an individual has made up to the moment and do not suggest how much further he can progress or how likely he is to succeed in a new subject or a new kind of work, are educational-achievement tests and trade tests.

Educational-achievement tests are widely used, but the extent to which they have been applied and the importance and significance attached to them vary greatly. Educational-achievement tests given in connection with tests of mental capacity furnish an accomplishment quotient which gives a measure of the amount the child has accomplished in proportion to his mental capacity for such accomplishment. Such a measure provides a basis for educational guidance in that by modifying a child's school program in accordance with his mental ability his accomplishment quotient can be kept up to 1, or in other words, he can be required to work to his full capacity.

Trade tests, like educational-achievement tests, are merely a measure of the amount of knowledge or skill that the individual possesses at the time of examination. They indicate that a man is now a journeyman plumber, for example, but they do not take into account whether he has reached that grade after an apprenticeship of 4 years or 40, and they give no hint as to whether he will be able to increase his skill and rise to the grade of expert or whether he has already reached his limit of advancement. They determine merely his present proficiency in his trade. Although trade tests have been in use in industry for some time and during the World War were developed on a large scale, their use in the placement office of a public-school system is necessarily limited because the great majority of junior workers go into unskilled jobs. In the commercial courses of the high schools, however, children are being

<sup>2</sup> The work of Dr. June E. Downey indicates the possibilities in this field. See *Will Temperament and Its Testing*, by June E. Downey (World Book Co., Yonkers, N. Y., 1921). See also *Personnel Management*, by W. D. Scott and R. C. Clothier (A. W. Shaw Co., Chicago, 1924).



graduated fully trained to take clerical positions, and in the industrial courses of some high schools a certain amount of apprenticeship training is given in the shops. It would seem, therefore, that when an effort is being made to place such children trade tests might profitably be used, as an objective measure to assist in finding a position suited to the applicant's trade proficiency. They would thus serve as a very real aid in vocational guidance.

## THE TECHNIQUE OF TESTING

### ORGANIZATION OF PSYCHOLOGICAL BUREAUS

The reliability of a standardized test as an aid in guidance and placement depends on the care and thoroughness with which the test is administered, the accuracy with which it is scored, and the insight and experience which are brought to bear in interpreting the results. The character of the personnel of the psychological bureau, the training of persons entrusted with the giving of tests, and the method and technique of testing are, therefore, of fundamental importance.

In a few cities included in the study—Boston, New York, Pittsburgh, and Providence—the school system contained two bureaus giving mental tests; and in New York an affiliated bureau, in addition, administered group intelligence tests. In cities where there are two bureaus giving mental tests one is usually concerned almost exclusively with examining individuals rather than groups. In Chicago, Philadelphia, and Seattle, also, the attention of the psychological bureau was mainly concentrated on individual examining; although the psychological bureaus of these cities took some part in the work of group testing, the administration of this phase of the program was not in their province. In Cincinnati, Oakland, and Rochester, on the other hand, the bureau that gave individual examinations was also responsible for the administration of group tests, and the same examiners handled both phases of the work. In some places a certain number of "problem cases" are still referred to outside agencies by teachers and principals or by vocational-guidance and placement bureaus, such, for example, as the psychological clinics of the University of Pennsylvania and the University of Minnesota and the Institute for Juvenile Research in Chicago.

Considerable variation exists in the size of the psychological bureaus as well as in the time devoted by them to the work of testing. In several of the cities studied the individual responsible for the mental-testing program was also responsible for the administration of the special-rooms department; in several the department responsible for the administration of testing had also the duty of compiling certain school statistics. In about half the bureaus studied only one person was appointed especially for the work of testing. In the remainder the size of the staff varied from 2 to 11.

A staff of trained examiners adequate to handle the testing required of them was found in only about half the cities. In the remainder it would seem that either a considerable number of children who might benefit by the use of mental-test results were neglected, or that mental tests were conducted by persons of relatively inadequate training and experience.

The importance of the staff personnel, especially of the director who is responsible for the policy and conduct of the work, can not be overestimated. It is, however, difficult to evaluate in view of the varying emphasis that is laid on different aspects of the work. When the interest is primarily limited to the detection of subnormal children and their segregation in special rooms an extensive practical experience in working with such children may conceivably take the place of the thorough training and the scientific point of view essential for a director who seeks to map out a program of which the proper placement of each child in the school system is the goal. In every city studied the number of special rooms was reported as insufficient to care for the children who could profitably be placed there, and it is quite natural to assume that selection will be made from the lowest types first and that the entire group will probably include few cases of a doubtful nature. A certain lack of accuracy, therefore, in the testing procedure would not result in serious injustice, for even though some children might be ranked higher or lower by a more careful examination it is fairly safe to assume that all the space in the special rooms is filled by children whose mental capacity merits their being there. When, however, psychological testing is applied to an unselected group, and the results of such testing are used to direct, modify, or alter the nature, rate, or amount of educational training that each child is to receive, the necessity can not be too strongly emphasized for keeping the direction of this work in the hands of a person whose training, experience, and attitude will prevent inexactness in the administration or scoring of the tests and misunderstanding or misinterpreting of the results.

### THE ADMINISTRATION AND SCORING OF TESTS

With the development of group testing a technique has been evolved so simple that the actual giving and scoring of tests can be accomplished by a relatively untrained person, provided that he is accurate and conscientious and that the work is directed by some one who so fully appreciates the danger of inexact procedure by persons who do not entirely comprehend the significance of the field of mental measurement that he will impress upon his subordinates the necessity of exact adherence to the details of a standard procedure.

As the technique of individual testing is more complicated than that of group testing, and as greater importance is generally attached to individual testing, even more careful procedure is necessary for it. The question therefore whether or not the actual administration of individual examinations should be in the hands of relatively untrained and inexperienced persons is a serious one. Some bureaus have attempted to meet objections by permitting the examinations to be given by teachers but restricting to the director in charge of the work the interpretation of results, the diagnosing of the case, or the recommendations for treatment.

In some of the cities included in the survey individual examinations were sometimes given by teachers, principals, or vocational counselors. The training for the work given these assistants varied greatly and was in some cases noticeably inadequate. In four or



five cities all individual testing was done by the central bureau, and in two or three others almost all of it. The actual giving and scoring of group tests was done by members of the bureau staff in only two or three cities. To increase accuracy, however, the scoring of group tests given by teachers, counselors, or others, was carefully checked by the bureau staff in several cities, and to a less extent in a few.

### CHECKING THE ACCURACY OF TESTS

As a means of correcting mistaken diagnoses or of measuring the extent of development of a child after specialized treatment some psychological bureaus provided for reexamination. Four cities among those included in the study did little or no reexamining of children given individual mental tests; others estimated that they reexamined from 4 to 38 per cent of them. In Seattle it was the practice to test all special-room children every year or two with the object of restoring pupils to the regular grades where possible. In New York, all special-room pupils were reexamined when they reached school-leaving age. In six cities some attempt had been made to place or to follow up special-room children. The extent and completeness of the work, as well as the procedure, varied widely in different places.

Among the methods of increasing the accuracy of group examinations the following may be cited: Testing the same groups with other tests; giving individual examinations to certain sections of the group tested; retesting the same group at later periods; and giving individual examinations to children whose test records were markedly inconsistent with their previous or subsequent school records, the teacher's judgment, etc.

An additional check-up on the accuracy of tests was furnished in some places by obtaining the teacher's estimate of a pupil's intelligence. In only a small number of cities, however, have these estimates been obtained in a systematic fashion by the psychological bureau and incorporated in the test record.

### SUPPLEMENTARY DATA

The importance of obtaining an adequate social history before making recommendations on the basis of either individual or group tests was recognized in several cities. A few psychological bureaus employed a social worker on the staff. One or two others made an effort to have parents come with the children at the time of examination and to obtain from them the desired information. Others attempted to obtain as much social data as possible through the voluntary home visits of teachers and through social agencies. A few seem to have neglected this phase of the work entirely.

A few cities had physicians on the staff of the psychological bureau, and physical examinations were made when it seemed desirable. In another city a part-time physician was in attendance; and in another, sending children to a clinic in the same building was an established procedure. In most cities the psychological bureau was obliged to depend upon outside assistance for obtaining medical data.



## CLASSES OF CHILDREN TESTED

Individual mental tests are usually made at the request of teachers or others coming in contact with the child through the school, of social agencies, or, more rarely, of the placement office or the work permit issuing officer. The children usually referred for examination include suspected defectives, children who are retarded in school, those with psychopathic tendencies, those who present behavior problems or are delinquent, and those for whom some form of special advancement is desired, such as a double promotion, placement in an accelerated class (see p. 11) or permission to take extra school subjects. In addition, in a few of the cities in the study applicants for scholarships were given mental tests, and in a few, physically handicapped children who were candidates for admission to classes for the blind, semiblind, deaf, crippled, and speech defective were tested. The difficulty of testing such physically handicapped persons and the lack of adequate provision in many school systems for training them may account for the failure to recognize the value of learning something of the mental capacity of a child already handicapped in his effort to acquire an education.

In only a few places had large groups of children been given individual examinations. Among these were Minneapolis, where all kindergarten children were tested prior to their entrance into the first grade, and Oakland, where all children received an individual mental test in either the second or the third grade.

Group tests are given usually on the initiative of school authorities. The procedure is to examine all children of a given unit—a particular school or a selected grade in all the schools in the city or in a certain number of them. In none of the cities studied had all school children been given psychological tests, but in each of these cities some group testing had been done. The extent and amount of this testing varied widely in different cities. The points in the school course most frequently chosen for examination are the time of entrance into the junior and into the senior high school. Atlanta, Oakland, Pittsburgh, Rochester, Minneapolis, and Boston had a program for testing sixth-grade pupils who were about to enter junior high school; and Cincinnati made a practice of testing sixth-grade pupils. All senior high school entrants were tested in Atlanta, Boston, Minneapolis, Oakland, Pittsburgh, and Providence.

In practically every city studied the reports of group tests were accessible, at least under some conditions, to the vocational counselors and to placement offices, but in many cities they were seldom used, a fact of importance in considering the significance of mental tests in vocational guidance.

## THE USE OF TESTS IN EDUCATIONAL GUIDANCE

The uses to which the results of mental tests may be put may be classified under educational guidance, vocational guidance, and placement.

Segregating the feeble-minded in special rooms for defectives on the basis of mental tests is the one service in schoolroom adjustment common to all the cities included in the study. Although in a few

of the cities some children are still admitted to the special rooms on the recommendation of teachers and principals, in almost all a psychological examination was required prior to admission. In most places, also, the results of psychological tests were used as a basis to determine whether or not a child who appears unable to meet the intellectual requirements of even the special classes should be excluded from school. Mental tests have been of real service in releasing subnormal children from the discouragement of repeated failure, and, by segregation in special rooms, procuring for them a type of instruction that is within the range of their mental capacity and from which they can derive profit. The psychologist, in cooperation with the vocational counselor, may well undertake a further study of the industrial capacities of these children with a view to modifying the curriculum of the special rooms to facilitate the subsequent adjustment to industrial life. The special school for subnormal boys in Rochester is an example of what can be done in a public-school system toward preparing mentally defective children for industrial life. Follow-up studies of the industrial careers of special-room graduates should furnish data that will serve as a basis for vocational guidance in the case of the feeble-minded child.

Another class of children for whom school adjustments are being made more scientifically than formerly as a result of the ability to measure intelligence are those generally classed as "dull normal." These are children who are over age for their grade but who are not sufficiently retarded mentally for a special room. A growing number of school systems are endeavoring to locate these children by means of psychological examinations and to provide training—generally practical work of some kind—more suited to their needs than the regular elementary-school curriculum.

Mental tests have proved of use likewise in the case of retarded children of good ability by proving that their retardation was not the result of mental defect and by suggesting such means of adjustment as the observation or adjustment class, the purpose of which is to bring children up to their normal grade by individual coaching. Although in some cities transfers to special schools or classes for backward children or to observation rooms were made only after a psychological examination, the selection of the backward but not feeble-minded child is still often made on the recommendation of a school principal.

Less has been done for the child that deviates from the normal on the side of superior intelligence than for the mentally subnormal, though a few cities are recognizing that the schools have a distinct responsibility toward the gifted child. In six of the cities studied and to a smaller extent in three others, mental tests were being used as a basis for providing special advantages for children of superior intelligence; consideration was given the mental test in recommending transfer to schools demanding higher requirements than the average or to accelerated classes, or in permitting double promotions.

For the great majority of school children the main purpose of testing has been classification in the regular grades. Intelligence tests were used extensively as a basis for dividing grades into classroom sections in six of the cities studied; in four, they were used to a limited extent; and in one, experimental work was being done in several



elementary schools. The only city reporting no work of this sort in operation had given a large number of tests with this end in view, but the psychological bureau had not been able to convince the majority of the school principals of the advisability of such sectioning.

The plan of dividing grades or classes into sections on the basis of score or percentile rank in group tests has the combined merits of increasing ease and efficiency of teaching by giving instructors homogeneous groups to deal with and of affording individual pupils opportunity to obtain instruction at a rate and in amounts commensurate with their mental ability. The junior high school is the place most frequently chosen for an extensive attempt at classification on the basis of intelligence tests. This is natural, as the common procedure of having each junior high school "fed" by a number of elementary schools, often of very different social and intellectual levels, furnishes the numbers as well as the divergence of mental ability to make such classification both possible and desirable. Six cities among those studied had adopted this procedure with junior high school entrants. In a few cities all senior high school entrants were classified on the basis of mental tests, and in a few others such classification was being carried out in some of the high schools. In some cities the overcrowded condition of senior high schools, however, had made it impracticable. At least one city, Oakland, had put the plan into operation in all the elementary grades of many schools; and in other cities, among which are Cincinnati, Pittsburgh, Providence, Atlanta, New York, Rochester, and Seattle, one or more elementary grades or schools had been classified in accordance with mental ability as ascertained by psychological tests.

The psychological examination has been put to various uses in addition to those that have been described. One of the most general of these is in connection with the "behavior problem." Eleven cities reported that psychological examinations served as an aid in solving problems of behavior; that is, school misconduct and truancy, not serious delinquency. The service rendered in this connection by the mental test consists chiefly in discovering cases of subnormality or intellectual dullness and recommending transfer to special rooms or schools for backward children. Occasionally, however, the tests show that the trouble results from the fact that the child is mentally superior to the school work he is doing. Among other cases of school adjustment based on the mental test are the following: In some cities, notably in Minneapolis and Pittsburgh, psychological-test records were used as a check on high-school failures. In Cincinnati psychological examinations were given to children whose parents desired to enter them in kindergarten before they reached the prescribed school age, and permission to do so was granted if the test record showed them to be of superior intelligence. In cities where all candidates for scholarships are given mental tests the test result is employed for guidance purposes, inasmuch as it is used even more as a basis for deciding the kind of course that the candidate shall be directed into than as a determining factor in the granting of scholarship money. A high test record made by a pupil who has reached the age when he may obtain a work permit and has expressed his intention of leaving school is



sometimes used as a basis for urging him to remain in school. This was done most consistently in Cincinnati, probably because of the well-established operation of the cumulative record card (see p. 205) and the close relation between the placement bureau and the psychological laboratory.

## THE USE OF TESTS IN THE SELECTION OF VOCATIONAL TRAINING

The use made of mental tests in advising children to enter certain kinds of work or to elect lines of training that will prepare them for particular types of occupations, such as business instead of professional work, for example, is more limited than their use in what has been described as educational guidance. In the use of tests as an aid to what may be termed more strictly vocational guidance, recommendations are not usually offered by the examining bureau, but by vocational counselors, principals, or teachers who obtained their information from the written reports of the examiners, which are more or less accessible. Whether or not mental-test records are taken into consideration, therefore, depends upon whether or not test reports are brought to the attention of the persons responsible for making up the child's program, and the degree of confidence that these persons have in the reliability of test measurements, plus the amount of adequate information available as to the degree of intelligence required for success in each type of course offered.

The extent to which the test records are used is small. Counselors or teachers make use of them to some extent in advising children to take or to avoid certain courses. In one high school in Providence superior pupils were advised to take the classical course and inferior pupils the vocational, and all pupils with an intelligence quotient below 110 were advised by the director of guidance and research not to take the classical course. In Seattle children with the lower intelligence quotients (including all those whose intelligence quotient was below 80) were directed into the industrial courses. Oakland pupils with intelligence quotients below 91 were rarely advised to take the academic course. In several cities attempts were being made to ascertain the minimum intelligence levels necessary for success in different types of courses—in New York the psychologist of the Vocational Service for Juniors tested entering and graduating classes in the various courses with this object in view; in Pittsburgh some comparisons were made of the percentage of scores above and below the median in groups of pupils selecting different courses; in Boston the director of the department of educational investigation and research collected data on the intelligence quotients of failing pupils in different types of courses in an effort to obtain information as a basis for advice on the choice of a school course. In none of the cities included in the survey were mental tests utilized in advising pupils to choose a specific type of trade training, though many vocational-school principals and shop teachers appeared to recognize that the work in certain shops, such as the electrical shop, calls for considerable mental ability, whereas the work in others, such as

the sheet-metal, forge, and repair shops, can be handled by less promising pupils. In none of the cities was an effort being made to help pupils choose training on the basis of special aptitudes or disabilities as revealed by tests.

## THE USE OF TESTS IN PLACEMENT

Psychological examinations are seldom considered in recommending children for positions proportionate to their ability—in other words, in placement. In three of the cities included in the survey—Cincinnati, New York, and Providence—the placement office for minors maintained a psychological laboratory or had the services of a psychologist. Mental testing was done also in the Pittsburgh placement office.

Pittsburgh, Cincinnati, Boston, and Seattle children wishing to work before they had conformed to the age and grade requirements for work permits might be referred to the psychological bureau for examination. Such examination and a certification from the psychological examiner were required in several of the cities in the survey. An intelligence quotient below 70 was the standard most frequently set for eligibility for a work permit under these conditions.

The placement offices of Cincinnati and Pittsburgh and to some extent the New York Vocational Service for Juniors were attempting to utilize the results of psychological testing in placing junior applicants for positions, but their efforts were hampered by the limited range of positions open to young persons and by the fact that very little is known about the intellectual requirements of the positions available or even of their developmental possibilities. Adequate data on the minimum general intelligence levels necessary for success or prognostic tests of a differential diagnostic type are undoubtedly difficult to obtain by any sort of central employment bureau, since the requirements of a job vary considerably in different establishments. Although psychological bureaus and placement offices in cooperation with such local industries as make a practice of employing minors might undertake the task of obtaining further data on the mental requirements both of the positions open to minors and of the line of advancement in these positions in different industrial organizations, none of the cities included in the study had attempted to obtain systematic information on the amount of intelligence required for handling different jobs or different types of jobs, either in terms of minimum test scores or by such rough measure of retardation or advancement as the ratio between age and school grade reached. In no city, likewise, were different kinds of jobs more than roughly estimated in terms of the amount of schooling required to handle them successfully.

In view of the fact that the great majority of children applying for positions at the placement office have not received sufficient industrial training to rank them even as trade apprentices, it is not surprising to find that the giving of industrial trade tests had not been considered in any of the placement offices visited. Many children do, however, come to the placement office seeking clerical positions of a more or less specialized nature—as stenographers, typists, file clerks—but little use has been made of standardized tests for clerical

work. The Pittsburgh placement office used a trade test for stenographers; and in the Boston placement office a letter was dictated to applicants for stenographic positions, and the results judged empirically by one of the office force.

## CONCLUSION

As an aid to educational and vocational guidance and placement psychological tests have been used extensively in guiding a child through the regular established school program and apparently have given satisfaction in that they serve to indicate the rate at which he can best proceed and the amount that he can properly absorb, as well as to select the group mentally unable to derive benefit from the ordinary curriculum. Where, however, the school program diverged from established lines and the demand arose for some measure which would assist in determining along which line training should progress, as well as the further step of selecting the occupation in which an individual with a particular mental make-up could function to the best advantage, it was not found that a great deal of practical assistance in strictly vocational guidance was being obtained from the psychological bureaus of the public schools.



# SCHOOL COUNSELING IN RELATION TO VOCATIONAL GUIDANCE<sup>a</sup>

## THE SCOPE OF SCHOOL COUNSELING

Counseling as a definite and organized school activity has grown out of a new social attitude toward both the child and the school. It is due to recognition of the individuality of the one and of the obligation resting upon the other to foster and develop that individuality for the advantage of the child and of society. Possibly no better definition of its aim could be found than that of the department of vocational guidance of the public schools of Providence, which states the object of its program as "making the most of each child during the time he is in school and helping him to make the most of himself after he has left school." With this aim in view that informal and personal advice which every good teacher has always felt the obligation to extend to at least some of the children under his charge is expanding and growing from an unorganized and often unscientific content into a carefully planned, organized, and professional activity directed toward the whole body of pupils and reinforced by extensive cooperation with other agencies designed for aiding in human adjustments.

Counseling is advisory in character, but it must be emphasized that it is more than the mere giving of advice, however sound. It imposes upon the counselors the obligation of pointing a practical way to the course of action they recommend, and to this end they may have to levy widely upon school resources—clinic, visiting teacher, scholarship committee, junior employment office, social agencies, and all available sources of information. Not until they have mapped out a plan of action based upon a careful analysis of all the facts bearing upon the case and have made acceptance of that plan possible can they be said to have given counsel. Nor is the counseling process complete until they have tested and proved the wisdom and efficacy of their judgment by a follow-up of the case which shows the nature of the results.

Counseling presents four general phases: Educational, vocational, social, and ethical or moral. Educational counseling concerns itself with the adjustment of the child to curricula, with helping him to select, or readjust himself in, courses of study, to plan his secondary, extension, collegiate work, and in general to make the most of his opportunities within the school. It is the most common phase of school counseling and meets a pressing and immediate demand on the part of the pupil. Vocational counseling has for its aim the best ultimate adjustment of the child to the occupational world, helping him to make the most of himself in that world, both for himself and for society. Social counseling assists the child to make adjustments both within and without the school to the world of

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<sup>a</sup> This section was prepared by the U. S. Employment Service.

which he is a part. It often involves adjustment of other members of his family. It may be as simple as consultation regarding which high-school club or recreation group he shall join for a social hour, or it may require the most technical social case work and involve a practical rehabilitation of the whole family group to which he belongs. Ethical or moral counseling covers conduct and behavior problems. The present tendency in ethical counseling is to keep simple disciplinary cases in the hands of classroom teachers and administrative officers and to consult the school counselor only in regard to complicated behavior problems to whose solution the counselor's more specialized knowledge of the child may contribute.

It is evident even from this attempt to confine definition to the simplest and most obvious phases of counseling that they are by no means distinct and separable. Coalescence in character is inherent and inevitable. They differ rather in emphasis than in aims and results. Where this emphasis shall lie is determined primarily by the special exigencies of the individual case under consideration, but also by the local origin of the activity, the purpose of the supervising agency, the type of the school in which it is established, and the preparation, experience, and interest of the particular counselor giving the advice. The counselors of a vocational-guidance department naturally emphasize educational and vocational counseling.

Practice at the present time indicates that counseling would begin, by preference, in the elementary or intermediate school. Especially well organized programs are developing in school systems organized on the 6-3-3 plan, where the possibilities of differentiation in the junior high school curriculum call for careful guidance. Counseling as an activity grows in popularity and field of service by virtue of its own successes, and whenever established in any part of the school system it has a tendency to reach both down and up into all the grades. The 8-4 schools lack the flexibility possessed by those organized on the 6-3-3 plan, but counseling also has a well-established hold in the seventh and eighth grades and in four-year high schools. The part-time and continuation schools constitute a field for counseling where the exigencies of the situation seem to partake of the nature of first aid to the child. So urgent is the need of counseling in this field that in some cities the teachers in the continuation schools act as counselors not alone by virtue of their good will and desire to be helpful and of their strategic position in dealing with young workers but also by virtue of special counselor training and information and of a definite counseling and follow-up program and assignment of time to the task. In addition, both the employment certificate office and the placement office are included in the counseling field. For the purposes of this study their work will be considered under the special sections devoted to them (see pp. 49, 64), but their importance in the counseling field should be emphasized here as elsewhere.

### SOURCES AND ADMINISTRATION OF COUNSELING ACTIVITIES

In the cities studied in this survey there are at present two main official sources of counseling activities. One of these is a centralized department of vocational guidance—bearing that or another name—which may or may not have originated within the educational system,



and which may be entirely supported by it or may have partial or entire financial support from some private organization operating in more or less complete cooperation with the school system.

The duties undertaken by the staff of such a centralized department of vocational guidance vary widely. The department may assign counselors from its staff to particular schools, as do private foundations in New York and Philadelphia. In general, these counselors work as members of that school faculty, though they find both advantages and handicaps in the fact that they are delegated by an agency without the school. On the one hand, their program is more definitely predetermined, with time less liable to draft for duties outside of counseling, but on the other hand, more time will probably have to be devoted to securing cooperation with the teaching staff than would be required of a counselor from their own number, and such cooperation is essential to success.

In lieu of counselors assigned to particular schools, or in addition to them, the staff members of a general department of vocational guidance often conduct general counseling activities, such as giving group talks and individual interviews to all eighth-grade graduates, to high-school graduates, to all prospective "drop outs," or to special cases referred to them by teachers.

The second main source of counseling results from an official counseling program within the separate schools. There it is done by the principal, or by counselors who are, in all likelihood, teachers, and who in any case belong officially to the school faculty. These two sources of counseling, departmental staff and regular school faculty, may—and do—have parallel existence in the same city.

## PREPARATION OF COUNSELORS

The city studies included in this survey reveal differences in the qualifications required of counselors varying so widely as to indicate no agreement in the matter. For one thing, adequate budgets for the whole task of vocational guidance by no means came into existence simultaneously with the conviction that such guidance was desirable and necessary. Long practice in successfully delegating to the classroom teachers the new duties taught by new occasions led the organizers of guidance work to turn again to them. As a result, the majority of counselors are at the present either volunteers or conscripts from the teaching ranks.

It has been found desirable, and indeed necessary for adequate results, to relieve these teachers from at least part of their regular teaching program in order to give them time to carry on the new work, but in comparatively few places has this been accomplished in fact. Moreover, since adequate counseling is a matter demanding an ever-widening fund of information, much of which lies outside any of the usual requirements for teaching, additional training for counselors is now generally recognized as desirable and possibly as essential. The nature of such counselor training as is now being given seems to be determined by local emphasis upon one phase or another of the guidance program. In one city, it is upon intelligence testing; in another, upon courses in educational guidance; in another city, upon occupational knowledge and experience; in another, upon training in social case work.



In the main, the actual training of counselors is being given on or in connection with the job. School departments of vocational guidance in some cities are not only supervising but training the counselors. Staff meetings, periodic reports, and the interchange of ideas between groups of counselors themselves are affording opportunities to develop a broader point of view and to study various sources of information and methods for increased efficiency. Possibly the most detailed plan for the practical training of counselors as yet evolved is that operating in Philadelphia, where the White-Williams Foundation is sponsoring a full-time, yearly training program with part-time practice in school and employment counseling. Likewise, a more formal academic program for counselor training is evolving. A number of large universities are making notable contributions toward counselor training by offering extension courses in the aims, history, and problems of vocational guidance to the teachers of their communities, and by offering also more intensive courses in their summer schools and in their regular full year programs.<sup>1</sup>

Though definite standards, both for practical and formal training, are slow in emerging, sincerity, enthusiasm, and intelligence on the part of the workers in the field are directed to the task. Despite differences of opinion and variations of practice on the part of administrators and instructors, the outlook for counselor training is altogether hopeful.

## DUTIES OF COUNSELORS

The range and variety of duties now falling under the head of counseling can not fail to impress anyone who surveys the field. On the one hand, they may merge so closely with the duties of teaching as to be only a slight accentuation of the educational advice which would naturally be expected of the eighth-grade teacher or the elementary-school principal, with possibly the addition of an obligation to post bulletins or disseminate occupational information sent out by a department of vocational guidance. Again, the duties of the school counselor may merge with those of the visiting teacher in an elaborate system of case work and intricate adjustments of social problems, or they may involve mental testing and evaluation of the results of these tests. If one may be permitted to prophesy, it is not likely that counseling will soon, if ever, assume that close standardization of duties which attends, for example, upon the teaching of mathematics. But if we keep the range and variation of duties in mind and realize how fluid are their boundaries, it is possible to distinguish general tendencies and practices, and in every instance these are, in part, determined by the field in which the counselor operates.

Most of the counseling programs covered in this study show an effort to include the elementary schools in whole or in part. In Philadelphia and New York, for example, elementary-school counseling is being conducted in a few schools. In Boston, Atlanta, Seattle, and Oakland a teacher in each school is designated as coun-

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<sup>1</sup> See Twenty-third Yearbook of the National Society for the Study of Education, Part II, ch. 9, pp. 173-189, for description of training courses at Harvard, Columbia, Michigan, and Chicago Universities.

selor or vocational-guidance assistant. Staff members of vocational-guidance departments in some other cities serve as far as possible eighth-grade graduates and "drop outs" or referred cases. Again, high-school counselors, as in Pittsburgh, may be made responsible for interviewing graduates from elementary schools in their district. Elementary-school curricula sometimes include courses in the study of occupations which help pupils to select try-out courses later in their school life or to choose an occupation if they quit school.

Most of the cities included in the study are working toward the goal of counseling for every individual pupil within their continuation, senior, and junior high school groups. Where schools are reorganized on the 6-3-3 plan, counseling is more prevalent, has a broader field in the variety of courses from which choice may be made, and is more effective in its efforts to retain the school population.

Personal interviews with a sympathetic and competent counselor often reveal individual problems and incipient maladjustments which were unsuspected. The triumph of counseling is not so much in adjusting difficulties as in foreseeing and preventing them. However keenly school authorities may realize this goal as desirable, it is as yet largely unattained, and counselors have thus far chiefly concerned themselves either with general groups or with special cases in immediate need of their services. These special cases fall roughly into four classes: Individuals who are in need of advice in selecting new courses and those who are failures, misfits, or prospective or actual "drop outs."

With the aid of the teachers and specially designated committees, assistance is quite generally given in making out curricular programs. Differences in courses and the ends to which they lead are explained not only to the child but also to the parents. Contact with the parents may be attained by printed bulletins, by personal letter, by conference in the school, or even in some cases by a visit to the home.

Provision is also quite generally made for interview of those who are failing in their studies. School statistics show that failure is one of the most certain causes of dropping out, and an analysis of the reasons for failure and the correction or adjustment of conditions, if possible, are the most effective means of retaining children in school. Adjustment of the problems of those who are failures and misfits in educational programs may well call into service all of the knowledge and skill which the counselor possesses. The school history of the child is taken into account, also his mental and physical abilities, the conditions of his home, and the attitude of his parents. The difficulty may be found to rest with the child, or with the school, or with the home, or with all possible combinations of the three. If educational advice is carefully given, the child is less likely to attempt courses which are beyond his ability. If he has attempted them because counsel was lacking or was disregarded, a change of course is arranged, and the discouragement and stigma of failure prevented if possible. The various physical defects which cause failure and lack of home cooperation are also matters of daily attention from counselors.



Misfits among pupils include not only those who are taking work that is too difficult for them, but those who are uninterested, and those who, through lack of ambition or information, are failing to take courses which a high intelligence quotient would seem to indicate as advisable. Almost as varied as the number of children are the combinations of causes determining both of these types of problems. Adjustment may be as simple as providing eyeglasses, or changing from one teacher to another. It may require the services of psychiatrist, social case worker, school nurse, or police officer.

The majority of "drop outs" from school appear to be those children who have reached legal working age and who are seeking work certificates and an entry into the occupational world. Poverty may be the determining factor in withdrawal from school, though in a large number of cases school weariness, or lack in the family group of an appreciation of the value of an education, or a desire for independence on the part of the child are strong contributing motives and are frequently the determining ones. Each of the city studies made in this survey is a record of attempts to prevent untrained and immature workers from rushing into industry. The extent to which child-labor and compulsory-school laws contribute to this object varies from one State to another, and when all legal restrictions have been enforced as rigidly as possible, it still remains for the counselor to try to retain in school many who are legally free to leave. Such retention in school is in some cases the main, if not the sole, object of a counseling program. To its aid is brought widespread information regarding the disadvantages and handicaps which surround untrained and immature workers and the advantages of adequate preparation for whatever work is to be undertaken. Counseling of this nature is assisted by classes in occupational information, which emphasize the value of the trained worker, by "Go-to-High-School" and "Back-to-School" weeks and drives, and by reception days and other devices to emphasize the interest and attractions of high-school and vocational-school life. In most communities, effort is made to extend the information to the parents through parent-teachers' associations, reception days at the school, pamphlets and personal letters, the services of the visiting teacher, and personal visits from the counselor where the urgency of the particular case demands or where the school program is so arranged as to make home visiting a possibility.

Individual work with the child is quite generally undertaken as a matter of regular routine when he approaches what are recognized as the danger points; that is, graduation from the eighth grade, reaching the legal working age, passing into the junior high school, or from the junior to the senior high school, and high-school graduation.

Since dropping out is, however, a continuous process, these widespread efforts toward retention are not sufficient, and arrangements must be made for counseling each child who is an applicant for a work permit. Here, as elsewhere, preventive measures are much more effective than remedial ones and it is more difficult to return a child to school who has reached the point of having sought employment than it is to retain the one who is wavering or uncertain. The case is by no means hopeless, however. Scholarship aid or part-



time employment for the child, a job for some other unemployed member of the family, or assistance for the family group from some social agency, are all means which are used effectively to check the school exodus where poverty is the determinant. It is, in the main, through this effort to retain the child in school that counselors have been drawn into the placement program, and they more frequently seek part-time and after-school jobs for their charges than a full-time entry into employment. If the child can not be returned to school there still remains for the counselor the duty of explaining the laws regulating the employment of minors, advising as to educational opportunities for employed juniors, and making some effort to select the type of employment entered. Where well-established placement work is conducted such services are usually rendered by the placement office to which the junior is referred by the counselor.

In addition to advice which is specifically directed to the individual, school counselors are undertaking and promoting various general programs. Collection and dissemination of vocational information with emphasis upon its value for vocational guidance, acting as a source of communication between school and home, assistance in the forming of curricular plans by interpretation to the school of the world for which it is preparing the child, cooperation in general school programs of testing or of cumulative record keeping, raising of funds for scholarship programs, interpretation of the school to various industrial and social groups have all made claims upon their interest and effort.

Upon part-time and continuation school rests the responsibility of guiding and conserving the children who have left the full-time school system and entered upon employment during the years when they are subject to the continuation school law. A heavy sense of responsibility rests upon teachers, coordinators, and counselors alike in these schools, and the whole school process there may be said to be counseling and guidance as to pressing educational needs, vocational guidance, social, ethical, and physical adjustments. Coordinators in part-time schools, supervising the child in school and at work, emphasize the vocational aspect. They may be the only formal counselors. The school may have special counselors assigned to it by vocational-guidance departments, or there may be the recognition, as in Boston, that all teachers employed in compulsory continuation schools are to receive training suitable for vocational counselors and are to be allowed time on their programs for visiting children in places of employment, discussing their needs with employers, and carrying on other follow-up work.<sup>2</sup>

## METHODS OF PROCEDURE

Group counseling is most nearly akin to the task of teaching and, save in the altered viewpoint, probably does not vary widely from it. A nice distinction must be drawn between the giving of advice and

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<sup>2</sup> It is a question in the minds of many educators whether all part-time school teachers can be prepared for adequate work in vocational counseling, and whether, even if this training could be given, the task would not be done better by a small group of teachers giving most of their time and attention to the work under the supervision of a trained counselor.

the imposing of authority, but special method or technique which may be said to be characteristic has not as yet developed.

In dealings with the individual child, however, the procedure, at least for the initial interview, is fairly well established. The counselor brings to her aid in solving the problem presented as much information as is accessible regarding the child. There are five main sources of this information: The school record; the results of the psychological examination or intelligence test; the report of the visiting teacher or some other social agency, or of the counselor herself, in regard to the family and the home environment; the results of a questionnaire or self-analysis blank which the child has filled in; and, most important of all, the careful interview with the child himself.

School records vary widely in the degree of their availability and serviceability. The ideal record card is a cumulative one which shall follow the child from kindergarten through high school and which, in addition to class marks, includes records of health, attendance, and conduct, and personal estimates of teachers; vocational plans of the child; results of group or individual psychological tests;<sup>3</sup> and possibly a report on the family. Such a school record presents to the counselor a fairly accurate picture of the framework upon which to build. Where most or all of this information is lacking, the school counselor must fill in the gaps so far as possible by personal consultation with teachers, school visitors, and social workers, and by reference of the child to clinics for physical and psychological examinations if the nature of the case would seem to indicate the necessity for consultation or reference. The problem presented will usually determine whether it is important to interview the child's parents and whether an interview at the school can take the place of a visit to the home. Such visits are only infrequently possible or necessary, though some cases will always present themselves which can be handled satisfactorily only after full investigation of the child's family background and environment.

Most school counselors must content themselves with drawing as much information as possible from the child himself by means of the personal question sheet—used in several cities in the seventh and eighth grades and in the freshman year of high school—and from the careful personal interview. A sympathetic attempt to get at the child's point of view of his own problem and to obtain his full confidence regarding all relevant matters is the actuating motive in this interview. Snap judgments and superficial analysis are out of harmony with the whole constructive purpose of counseling. With all available facts in hand, the counselor must have time to see what adjustments can be made, and so for all but the simplest and most easily managed cases a second interview and follow up are necessary. A system of records which makes easily available for future reference the information which the counselor has obtained, together with the counsel offered or action taken, are necessary for efficiency. Records so kept should be standardized and capable of interpretation by any counselor or teacher who needs access to them.

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<sup>3</sup> The subject of psychological testing in relation to vocational guidance is considered in a separate section. See pp. 17-28.



The importance of complete cooperation with the other members of the faculty with whom the counselor works has been previously mentioned. If, as is frequently the case, periodic interviews with all pupils are not attempted and if the counselor sees only those individuals who are especially referred to him, the importance of this cooperation is increased. Only the fullest knowledge of what is going on in the school enables the counselor to arrive at a solution of many problems. It not infrequently happens that adjustment may lie by way of a change in the teacher's attitude as well as in that of the child. To negotiate such a change requires both tact and friendly relationships. There is evidence of a growing recognition of the importance of fully acquainting principals and teachers and other officers of the school system with what is being undertaken by the workers in vocational-guidance departments. Counselors meet with groups of teachers to explain their work. They discuss occupational information with teachers and fellow counselors and conduct visits to places of employment. In Chicago, Seattle, and elsewhere it has been found advantageous to issue a regular publication which records the activities of the department, exchanges items of news, indicates lines of reading, and in general promotes a community of interest.

Closely akin to this need for cooperation with her fellow workers is the counselor's need for wide information concerning all of the educational opportunities in her community. It is obvious that only a close acquaintanceship with the variations in the part-time and junior high school programs and with the opportunities offered by the various vocational, technical, and comprehensive high schools will suffice for the task of the educational and vocational counselor. In addition to a knowledge of the opportunities afforded by the public-school system the counselor also needs definite information regarding college-entrance requirements, variations of courses offered at different colleges and universities, the nature of professional, commercial, and industrial schools and their special requirements for entrance and of the opportunities for specialized training in various private schools and evening schools of the community. Several large cities have available digests of this information for the use of the schools of their own communities.

A knowledge of the various social agencies of the community which may assist the child is also essential to the counselor's equipment. Where the school system does not make provision for clinic and for psychological tests and for the services of a psychiatrist, cooperating agencies are frequently ready to proffer their services in cases demanding them, or they may supplement the school service in special cases falling outside usual requirements. Scholarship agencies may or may not be officially linked with the department of vocational guidance, but cooperation with them is obviously close. From the child as a center the possibility of cooperation with the various agencies and associations of the community extends in ever-widening circles.

Vocational counseling, and all sound educational counseling as well, must take cognizance of the occupational world. The necessity for practical and not merely theoretical knowledge of its demands



and point of view are recognized in counseling programs. Whether or not time is allotted the counselors to obtain occupational information at first hand, counselors need that information, and it must be made available. Placement and follow-up programs necessitate following the child into the occupational world, and news of his progress in that world is freighted with significance for the school which more or less adequately prepared him for it. Studies of occupations, such as those made in Philadelphia, in Chicago, and in Cincinnati, are essential tools of counseling. Direct contact with the industrial and business field greatly increases the counselor's knowledge and efficiency and reinforces his position. Where the opportunities for this contact are limited an interchange of experiences at staff meetings with the continuation-school coordinators and the counselors from the placement office will do much to mitigate the dangers of too academic or theoretical a point of view.

### GENERAL TENDENCIES

Not only is there a wide variation from one city to another in the duties which fall under the general term of counseling, but even in the same city and under a centralized system of counseling counselors are engaged in programs differing surprisingly both in scope and purpose. Duties vaguely defined are liable to vague performance. A clear-cut definition of aims and duties, such as has been outlined in several cities, makes for efficiency. Lack of definition tends to involve the activity in blame for not accomplishing tasks which possibly it has never undertaken and should not or could not undertake. Only when each school system clearly defines its aims and purposes can we begin to weigh results and arrive at common standards of evaluation.

One of the immediate results of such definition would be the recognition of a specific kind and of a definite amount of training as requisites for the counselor. If counseling is to be established as a professional task proceeding along definite lines toward recognized ends, special training obviously is necessary. Sound counseling can only rest upon scientific knowledge. Guesswork, along with phrenology and so-called character analysis, must be relegated to the fortune-telling field to which it belongs, and the counselor must base action upon a knowledge of the individual drawn from provable facts about him and his environment, a knowledge of the schools based upon wide information, and a knowledge of the occupational world founded upon experience and investigation. Indications are that the minimum educational equipment for such a counselor will include a college degree, with emphasis on sociology, economics, and psychology. Added to that will be experience in teaching or social work or both, and a very definite and practical acquaintance with the occupational world. Though this is a broad program, the responsibilities undertaken by those who give advice concerning human destinies are so grave, and the results of their actions may be so far-reaching, that it can not well be abridged.

On the other hand, the task of the counselor differs from that of the specialist in particular arts or sciences. Efficiency in giving and evaluating psychological tests or in gathering elaborate and detailed

information concerning the processes of industry or in following the technique of social case work requires a specialization outside the range of the counselor's time and training. In point of fact, the counselor is a specialist whose business it is to use this information rather than to compile it. What the counselor must see finally is not a high or low intelligence quotient, not weak lungs nor an enlarged heart, not a good or bad inheritance or social environment, but a whole child, compact of all these and many other factors, to be adjusted in a world whose complexities and limitations and opportunities he understands.

That such a task can not be a by-product of teaching or discipline or any other thing whatsoever, but must be an end and aim in itself, experience seems to prove. Time for counseling is requisite for success, and only as it is given full recognition on school programs as a legitimate activity can we expect actual results. How much teaching may successfully be a part of the task seems to depend largely on the type of school. If time permits, probably no one is so well equipped as the counselor to emphasize in classes in occupations, vocational civics, and the like the importance of choosing and preparing for a vocation. In the continuation school the duties of teaching and of counseling may be only the two faces of one coin, but in such schools both should be taken fully into account in making programs. Certain counselors, urged by their zeal, even with no time allotted for the task, are accomplishing real things. They, more than anyone else, urge the necessity of full time for counseling.

The extensive use which the various cities are making of those sources of information which are available concerning the child suggests an extension of this information until each counselor has them all. Impressionistic methods in counseling are to be avoided altogether. A cumulative school record, results of a mental test, physical examinations, a visiting teacher's or social worker's report, all furnish scientific data upon which to proceed. At present it does not seem feasible to depend widely upon aptitude and trade tests for school counseling. What the future may develop in these lines remains to be seen. The counselor can not personally gather all the above information, but it can be made available for his use by the school. The personal interview reinforced by this array of facts can take cognizance of personality without departing from scientific standards.

Educational information seems fairly detailed at the present. It can be made adequate for vocational guidance only when both those planning and giving the education and those offering the guidance have clearly in mind its connection with the occupational world. That world is itself assuming a new attitude toward education, and we may look for an increasing analysis of its processes, with the aim of determining their educational demands. We know far too little about the requirements, both general and specific, of definite jobs and about the possible promotional avenues leading from them, and the kinds of education which they, too, demand. Especially in schools where the pupils are already a part of the working world, it is recognized that counselors must speak the language of that world and be familiar with its point of view if they are to gain confidence and respect from their pupils. There

has been too much academic distrust of occupations not styled professional, a distrust best broken down by wide occupational knowledge. Not pupils alone, but the world of industry and business as well, give a new respect and cooperation to the school when school officers show an intelligent comprehension of their affairs. Part of this comprehension can be secured academically, but academic information needs interpretation in the light of experience.

Counseling is a social activity, and can not proceed in solitude. The counselor measures his possibilities of success by his ability to secure the cooperation of the child himself, of his parents, of his teachers, of the other agencies which are concerned for his welfare, and of the occupational world into which he must go. Whatever forces strengthen this cooperation tend to promote the work. The methods of making and reinforcing contacts are many. Publicity plays a considerable part in success. This publicity can be based most soundly upon actual results.

The records of counselors and placement workers are too often a graveyard in which lie buried facts of vital importance for whose resurrection funds and time are lacking.

In addition to the need of systematizing and generalizing this group information is the further and no less important need of keeping follow-up records of the individual junior. Where the same counselor meets a child throughout a school course, such follow-up has begun. To make it complete, reports for a number of years after school leaving should be available. Life is the laboratory in which counseling theories are tested. When, as is often the case, these results are recorded in the follow-up records of the placement office, their return to the school would be altogether feasible. The return made by the vocational-guidance department in Boston (see p. 99), while involving much effort, embraces every pupil and is proportionately valuable. To define aims, to demand preparation, to widen information and increase efficiency, and rigorously to test results, all constitute parts of a program already undertaken and gaining fresh support from the whole field of school counseling.



# CHILD LABOR LAWS AND THEIR ENFORCEMENT IN RELATION TO VOCATIONAL GUIDANCE <sup>a</sup>

## LEGAL STANDARDS

Vocational guidance is a process of informing and advising and in itself should in no way involve compulsion. Nevertheless the effectiveness of the process depends to a large extent upon the existence of legal restrictions upon the employment of minors. Without such restrictions it is impossible under present conditions to keep a large number of immature boys and girls in school long enough to get even a common-school education and impossible to keep them out of unsuitable kinds of work or to maintain any supervision over their early working years. If the vocational-guidance program is to function at all not only must the school have control of boys and girls of school age, but the school or some closely allied agency must be able to supervise also the transition from school to work.

Although most of the vocational-guidance agencies in the cities included in this study recognized the importance for vocational guidance of the child labor and school attendance laws, the legislation in effect varied widely in the extent to which it constituted an adequate basis for the vocational-guidance program. As the laws are state-wide in application and embody the views of groups representing many interests both within and without any particular community, they do not necessarily reflect the views of the persons responsible for the establishment or administration of the local vocational-guidance program. In fact, in many places the views of these persons in regard to the subject are quite at variance with the legal provisions under which they are obliged to operate, and in more than one of the States in which the cities studied are located improvements in the child labor or compulsory attendance laws had been effected in part if not chiefly as a result of the recognition by the personnel of the vocational-guidance agencies of the way in which the effectiveness of their programs had been hindered by existing laws.

Although it is impossible to determine exactly what legal provisions would furnish the soundest possible basis for successful vocational guidance, the necessity for certain minimum legal standards is obvious.

## STANDARDS FOR ENTRANCE TO FULL-TIME EMPLOYMENT

### Educational Minimum.

For the majority of occupations offering any definite promotional possibilities a common-school education at least, together with some technical training, is generally needed. Completion of the eighth grade is now a prerequisite, for example, for apprenticeship in some

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of the skilled trades, and in commercial work of all except the least skilled kind an even greater amount of general academic training is essential. For those boys and girls who go into the semiskilled and unskilled occupations in which the majority of the workers of to-day are employed, the need for schooling through at least the first eight grades is quite as great as for those entering upon vocational training or apprenticeship. It affords a basis for further education with a view to a greater economic achievement, and it also gives the worker the tools whereby he may create interests to occupy his leisure hours. With the increase in monotonous and uninteresting kinds of employment under the present organization of industry and with the shortening of working hours it is in this possibility that the chief hope of a happy vocational as well as social adjustment of many thousands of workers lies.

Moreover, if children are not required to remain in school long enough for try-out experiences, they have less chance than is contemplated in an adequate guidance program to discover whether there are kinds of work in which they are especially interested or for which they have special ability. The law, therefore, should insure for all children a sufficient number of years in school to permit them to try out their abilities in different lines of practical work, so that if their tastes and aptitudes are indicated they can be given the right kind of subsequent training or directed into the sort of employment for which practical tests have indicated their fitness. Opportunities for such try-out experiences are offered by an increasing number of intermediate schools or junior high schools, which in some cities provide also a year or two of prevocational training. With the tendency toward reorganization of school systems on the junior high school plan it would seem that the legal period for school leaving for all children of normal mentality might logically be extended at least to completion of the ninth grade or graduation from junior high school. Where junior high schools have been established the number of pupils voluntarily continuing in school through the ninth grade has greatly increased (see pp. 102, 148, 348), but in order that the vocational-guidance program may be equally effective for all children of the community the law should offer a check upon those who still, for one reason or another, feel it desirable or necessary to leave school before completing the work of the junior high school. If children are not obliged to go to work because of poverty and are of normal mentality the educational requirement should be even higher. For a vocational-guidance program to function most effectively all children under 18 whose families are able to keep them in school and who are mentally capable of doing the work should be required to continue in school until they have completed the senior high school or a trade-school course.

Exemptions to the grade requirement are necessary in the case of children whose inability to profit by the regular work of the schools has been proved by means of suitable tests, but exemption of these children should be rather from the classroom work of the regular grades than from attendance at school. The provision of suitable work for older children in this group has many difficulties and has not been thoroughly worked out or even tried out except in a few places (see pp. 149, 353, 412), but it is becoming more and more generally recognized among experts in the education of mental defec-



tives that instead of permitting them to leave school for work as soon as they can not keep up with the work of the regular schools, some sort of supervised training up to at least 16 years of age is even more necessary than for the normal child.

#### Physical Minimum.

Physical fitness for an occupation is basic to all vocational adjustments. The vocational-guidance program can not be said to function if children are placed in employment or allowed to enter an occupation for which they are not physically qualified, or in any occupation if they are not physically fit to work, or if they are allowed to remain at work in an occupation that is physically injurious. Unless State laws provide that no children shall leave school for work except those who meet certain physical standards the vocational counselor and placement worker can not keep physically defective children out of unsuitable employment—one of the most obvious functions of guidance—except through their powers of persuasion. The physical standard for employment is therefore quite as important from the vocational-guidance point of view as an adequate educational standard.

Among the recommendations of the Children's Bureau committee on physical standards for working children, composed of pediatricists and specialists in industrial hygiene, are several the relation of which to vocational guidance is close and obvious. These are as follows:

1. The minimum age for the entrance of children into industry should be not younger than 16 years. Since it is recognized that the physiological and psychological readjustments incident to pubescence (which in the vast majority of cases are not completed until the sixteenth year) determine a period of general instability which makes great and special demands upon the vitality of the child, it is of paramount importance that he should be protected during this period from the physical and nervous strain which entrance into industry inevitably entails.

2. No child between the ages of 16 and 18 should be permitted to go to work who is not of normal development for his age, of sound health, and physically fit for the work at which he is to be employed.

3. The physical fitness of children entering industry should be determined by means of a thorough physical examination conducted by a public medical officer appointed for this purpose.

4. With each change of employer another examination should be made before the child is again permitted to work, the mode of procedure to be the same as in the issuance of the original permit.

5. All employed children up to the age of 18 should have at least one yearly physical examination, to be made by a public medical officer appointed for this purpose.<sup>1</sup>

The legal requirement that a child be physically fit for the specific occupation that he undertakes as well as of normal development and in sound health is likely to result in individual needs being taken into consideration more fully than under a law requiring "sound health" without reference to the intended occupation, unless the standard of soundness established by the administrative authorities is very high.

The child's reexamination upon change of employer or a periodical examination is desirable for vocational-guidance purposes, for through their instrumentality it is possible to keep the individual

<sup>1</sup> Physical Standards for Working Children, pp. 7-8. U. S. Children's Bureau Publication No. 79. Washington, 1924.



child from physical maladjustment in his work and to determine to some extent at least the effect of various occupations upon the health of children and young persons.

#### **Age Minimum.**

A minimum age of 16 years for entrance to full-time employment is determined by both physical and educational considerations of paramount importance in the success of a vocational-guidance program. In addition to these, there is the consideration that, as investigations have proved, children under 16 can seldom get work that offers opportunities for either advancement or training under existing conditions in business and industry. Most placement workers report that many employers are reluctant, if not unwilling, to take on boys and girls under 16 in any except the most unskilled, uneducative type of work, because they do not find the younger children satisfactory workers and do not want to be bothered with them. Trade-union regulations establish 16 years as the age of admission to apprenticeship in many trades, and in some trades an even higher age minimum is set. It is a poor law from the point of view of vocational guidance, if from no other, that permits children to go to work before there are good openings for them. It means that the vocational-guidance agency not only can not hope to direct into promising vocational futures the group of children who go to work as soon as the law allows, but also that its work for all older youth of the community is handicapped, for it is often obliged to devote the greater part of its effort to groups who are too young or too untrained really to benefit by its activities to the neglect of those who might reasonably be expected to profit by them. For example, the junior placement office in communities where the law allows children of 14 to go to work is likely to be given over largely to placing in unskilled jobs with no promotional possibilities children who, through lack of the rudiments of an education, are unlikely ever to find their way—barring the exceptional ones who have the energy to eke out their schooling through evening classes and the like—into more promising lines of work.

#### **"Necessity" or "Best Interests" Standard.**

From the point of view of the vocational-guidance worker the child labor law should contain a provision which, even where age, educational, and physical requirements can be fully met, would make it possible to prohibit school leaving unless proof can be given that the child must earn money because of the economic need either of himself or of his family, or unless this course serves "the best interests" of the child. Such a provision, which is found in the child-labor laws of a few States, operates to keep in school for further education and guidance those who would leave because of caprice, dissatisfaction with school or the teacher, either real or imaginary, or other causes that could be avoided, and who constitute the great majority of those who leave school for work. Incidentally, keeping dissatisfied children in school will hasten the day when the schools will provide instruction to suit the needs and abilities of all types of pupils, for it has been the presence of large numbers of children kept in school only by the compulsory education laws that has been largely

responsible for such attempts at individual adjustment as have been made hitherto. That children of ability, on the other hand, should be forced out of school because of poverty is manifestly unfair. A "necessity" clause is a means of discovering such of these children as would otherwise not reveal their real reason for desiring to leave school and of providing for them through scholarships, suitable part-time work, or other means. Finally, such a provision insures a certain latitude in the interpretation of the law; it contributes to the possibility of individual treatment, which is the essence of vocational guidance.

The supervisor of the Detroit school-attendance department reported<sup>2</sup> in 1922 that through a "constructive interpretation" of the "poverty-exemption clause" only 263 of the city's 25,000 children 14 and 15 years of age were out of school. This had been accomplished by means of a careful investigation of all applicants in order to eliminate those who could not prove need and by obtaining financial aid for as many as possible where the need was real and it was desirable for the child to remain in school. The economic-necessity provision of the Michigan child labor law does not apply to children 16 or over, and in the group of those from 16 to 18 there would undoubtedly be a larger proportion for whom school leaving would be less undesirable.

#### PROVISION FOR VACATION AND PART-TIME EMPLOYMENT

Although a good compulsory education or child labor law should not permit exemptions for any kind of employment that would interfere with school attendance it should not necessarily prohibit work outside school hours. The vocational-guidance program recognizes that under proper conditions practical work experience is one of the most valuable aids to guidance.

Vacation work in occupations legally open to children should be permitted all who desire it, whatever their education, if they have reached legal working age and can meet the physical requirements of the child labor law. Before and after school work may also be permitted for a few hours a day in suitable occupations, because though the value of this sort of employment in teaching children the methods and habits of work is not always evident the money the child earns may be the means of keeping him in school.

Part-time employment under special arrangements by the school, so that the time for classes can be adjusted, is more effective than the usual before and after school employment, in that it gives the young workers an opportunity to obtain more worth-while work than can usually be had during the period before and after regular school hours. An even more valuable provision from the vocational-guidance point of view but one which depends for its success almost entirely on the amount and kind of supervision that is given is the provision for certification for cooperative employment. (See p. 6.) Correlation between the pupil's school work and employment

<sup>2</sup> Lederle, Arthur P.: "The relation of certificate issuance to the enforcement of school-attendance laws." Standards and Problems Connected with the Issuance of Employment Certificates, pp. 11-14. U. S. Children's Bureau Publication No. 116. Washington, 1923.



must be guaranteed and the employment supervised by the vocational-guidance department or some other properly equipped school agency. At present most cooperative work in the public schools is done by children who have passed work-certificate age, but with the raising of the school-leaving age the question of a special exemption certificate for cooperative work for pupils of work-certificate age will arise. Such a certificate is given in Ohio, where work-permit age is between 16 and 18, and also in Massachusetts, where children between 14 and 16 may obtain employment certificates.

### SPECIAL PROTECTION FOR MINORS ABOVE SCHOOL-LEAVING AGE

The child labor law should insure that the young worker is not subjected to conditions at the outset of his working life that would obviously prevent a satisfactory vocational adjustment. It should safeguard, therefore, the youth above the age of leaving school for work—that is, above 16<sup>3</sup>—prohibiting his employment in occupations that are hazardous or too arduous for his years, should limit his hours of labor, should prohibit his employment at night, and should make it necessary through continuation classes for him to supplement his education during his formative years. Special recognition of the unemployed among this group of children is necessary. Otherwise the periods of unemployment, usually considerable, are wasted time, and there is danger that the children will be lost track of and so not kept under supervision. Where continuation schools are established the requirement of a longer period of continuation-school attendance for unemployed than for employed children, with provision for the special needs of the unemployed, would probably best solve the problem, as there are great difficulties in the way of getting unemployed children back into the regular schools and providing suitable school work for them.

### THE EMPLOYMENT CERTIFICATE

One of the most significant aspects for vocational guidance of adequate child labor laws is that they enable the vocational-guidance agency, or in the absence of such an agency the employment certificate issuing office, to exercise supervision over the child's entrance into employment and the first years of his working life; to advise the child regarding his work, further education, and health; and to ascertain the effects of employment upon his health and general welfare. The specific means by which this supervision is exercised is the employment certificate, and the effectiveness of the legal machinery for certificate issuance is of vital concern to vocational guidance.

Although the effectiveness of employment-certificate issuance depends on administrative policy to a greater extent than do the other provisions of child labor laws, certain legal requirements have been found essential to the greatest effectiveness both in guarding against

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<sup>3</sup> For a discussion of the advantages for vocational guidance of extending the employment-certificate age to 21 years see p. 47.



the illegal employment of children who do not meet the educational, age, and physical requirements for school leaving and in enforcing the regulatory provisions of the child labor law. The law should require that a new certificate be obtained for each change of employer, that the certificate be not issued until the child brings in a signed statement or "promise of employment" from his prospective employer on which the specific work at which he is to be employed is entered, that the certificate be issued to the employer and not to the child, and that it be returned to the certificating officer by the employer whenever the child leaves his employer, and that copies of such a certificate be on file in the employing establishment for each minor of certificate age employed there.

Other requirements perhaps are less essential in keeping track of the young worker but are important for purposes of vocational guidance. Thus the school record, which a child must have in order to obtain a certificate, should be issued only on the personal application of the parent to the school principal, so that the principal may have an opportunity to persuade the parent to keep the child in school before the child has taken the first step in breaking his connection with the school. The employment certificate should be issued only upon presentation of the school record and the recommendation of the child's school principal as to whether the certificate should be granted,<sup>4</sup> and only upon the application in person of the parent and the child, so that the issuing officer may have an opportunity to interview the parent before the final break with the school is made.

In Massachusetts certification is required up to the age of 21. The extension of the age of supervision to include all minors has a number of advantages from the vocational-guidance point of view. Such a system not only affords a means of enforcing legal provisions for the protection of this group of young workers but also makes it possible to interview all minors when they are changing employers and to give them the benefit of vocational advice and placement. It furnishes a basis for research to ascertain what further physical and moral safeguards should be given minor workers, to test and evaluate educational and guidance programs for minors under 18 (for it is only from a follow-up of minors in employment for a few years at least after they reach 18 that it is possible to discover to what extent the training given them in vocational and continuation classes and the guidance provided for them have proved of value), and to follow up minors who went to work at or near the minimum age allowed by law, in order to discover the physical effects of different kinds of work.

All employment certificates, whether for regular, vacation, or part-time work, should be issued by the same agency. Under such a child labor law as that of California, where regular certificates for minors between 14 and 16 years of age are issued by one agency, those for minors between 16 and 18 by another, and vacation permits by a third (see p. 431), there is greater possibility of violations and so of less supervision over the employed minor than the standards of the law may provide, and the fact that the records of all

<sup>4</sup> These requirements are sometimes made administratively but are much easier of enforcement if embodied in the law.

working children are not in one place makes difficult the effective use for vocational-guidance purposes of the information relating to the working minor.

In 36<sup>5</sup> of the 45 States in which employment certificates or work permits are required the law places the issuance in the hands of the local school superintendent or some other public-school official. Whatever agency may be designated by law to issue employment certificates, it is important that the responsibility be given officials who realize the importance of vocational guidance and will work in such close cooperation with the department or the persons responsible for vocational guidance and placement, where these exist, that applicants for work permits will be afforded all possible opportunities to receive counsel and placement from properly equipped vocational advisers. Where a school superintendent has the responsibility for issuance he may, as any other official might, delegate the actual work to a clerk or some other subordinate who has neither the understanding nor the training to attempt more than to follow the letter of the law. On the other hand, in places where the public-school system maintains a vocational-guidance department or a placement office the superintendent may, and in many cases does, designate as issuing officer the person in charge of this work so that close coordination between issuance and the vocational-guidance program is possible. Even when the work is not assigned to persons connected with a local vocational-guidance agency or where there is no such agency many feel that the designation of the superintendent of schools as legal issuing officer gives greater assurance that the law will be enforced by persons with an understanding of the seriousness of early school leaving and a knowledge of the vocational advantage of further training of various kinds than if issuance were in the hands of any other public official or agency.

The cities included in the present study, with one exception, are in States where the law designates the local superintendent of schools or some other school official as certificate-issuing officer. In Seattle the work was done in the department of the public schools administering the vocational-guidance and placement program, as it had been delegated to this department by the judge of the county superior court who has been given the responsibility under the law.

Where a State agency which is responsible for the enforcement of the child labor law is designated by law as the issuing agency, as it is in seven States, the advantages of uniformity of administration throughout the State<sup>6</sup> might be outweighed as far as vocational guidance is concerned by a lack of coordination between the issuing office and the city vocational guidance and placement agency. In all except two of the States where issuance is in the hands of a State department, however, the law permits the State department to designate as issuing officer in each community some one outside the department, itself maintaining supervision over the work of issuance and reserving the power to withdraw the designation of local

<sup>5</sup> In five of these States some other official also is authorized to issue (in three, judges; in one, a State official; in one, any parochial-school principal).

<sup>6</sup> For discussions relating to the desirability of State issuance of employment certificates or State supervision of their issuance see *Administration of Child-Labor Laws—Part 5*, pp. 32-44, and *The Standards and Problems Connected with the Issuance of Employment Certificates*. U. S. Children's Bureau Publications Nos. 133 and 116. Washington, 1924 and 1923.



officers who are not enforcing the law to the satisfaction of the department. In Wisconsin, where the State authorities have control over certificate issuance, they themselves issue certificates in Milwaukee and have established a junior employment office there in connection with the issuing office. Where this is done the relationship between issuance and placement work may be developed along much the same lines as where these functions are handled by one department under a local board of education, though the point of view of the department responsible for the state-wide administration of labor laws, including factory inspection, and for placement of adult as well as junior workers is substituted for the point of view of the public school. (See pp. 116, 357.)

The most satisfactory law from the point of view both of law enforcement and of vocational-guidance program would seem to be one that provides for State supervision of issuance, including the power to designate and to remove issuing officers, under which it is possible to give local school superintendents in cities where a vocational-guidance department had been established preference for appointment as local issuing officers.

## ADMINISTRATION OF CHILD-LABOR LAWS IN RELATION TO THE VOCATIONAL-GUIDANCE PROGRAM

### COORDINATION BETWEEN THE EMPLOYMENT CERTIFICATE ISSUING AGENCY AND THE VOCATIONAL-GUIDANCE AGENCY

Facilities for giving vocational information and counsel to school children are as yet so limited that for large numbers the interview required by law of applicants for employment certificates affords the only occasion upon which they may be questioned as to their reasons for leaving school and urged to continue their education or, if they must go to work, may be directed to sources of information that will assist them in finding suitable employment. Even where the schools provide educational and vocational counseling and a junior placement agency exists in the community, some children are likely to withdraw from school without having had an interview with anyone qualified as a vocational adviser. Hence an understanding on the part of the certificate-issuing officer of the desirability of guidance and cooperation between the employment-certificate office and the vocational-guidance agency is of great importance.

In 5 cities—Chicago, Cincinnati, Philadelphia, Minneapolis, and Seattle—of the 11 included in the present survey having central vocational-guidance agencies the vocational-guidance agency had been given the responsibility for the issuance of employment certificates and for such supervision of working children as was provided under the employment-certificate provision of the child labor law. In some places this had been done primarily for convenience and economy in administration, but in others the union of the two activities under one department was due to a definite desire to use the machinery of one to assist in the proper functioning of the other. For example, the bureau of compulsory education of Philadelphia, when first entrusted with the issuance of employment certificates in 1916, undertook the development of a program of vocational guid-



ance in order to assist in bringing about the proper functioning of the certificate law. In Chicago, on the other hand, the responsibility for the issuance of employment certificates was transferred to an already established guidance and placement agency to facilitate development of the vocational-guidance program. (See pp. 157, 223.)

In each of these 5 cities it is the policy of the department to have every applicant for a certificate, whether or not he has found employment, interviewed by a trained vocational adviser. In some instances the person who interviews applicants for certificates serves also as a placement officer, but in the vocational-guidance department of some large cities it is sometimes found best for administrative purposes to divide the work among the staff, so that the persons who are engaged in certificate issuance have no responsibility for placement. Where the interviewer is a properly qualified counselor, however, he knows when children are in special need of advice as to placement and where to send them to get it, though in places where the work is divided between two groups it is found that the issuing officer usually refers for placement only the children who have not found jobs for themselves—often a very small proportion of the total number applying for certificates (see pp. 146, 163, 202, 279, 303).

Even where the issuance of employment certificates is not the responsibility of the vocational-guidance department it is quite possible to insure the use of the certification machinery for guidance purposes through administrative agreement or ruling, especially if the two functions are the responsibility of the same agency, as, for example, the public schools. This was done in two of the cities included in this study—Pittsburgh and Providence. In Pittsburgh, where certificates were issued by the attendance department of the public schools, every applicant was required to visit the juvenile employment office of the vocational-guidance department before he could be considered for a certificate (see p. 279). In Providence, where certificates were issued by a clerk under the supervision of the attendance officer, every applicant was required first to report for an interview at the office of the vocational-guidance department (see p. 399). Although no instance of a similar agreement between vocational-guidance and certificate-issuing agencies not under the same administration was found in connection with the present study, such an arrangement could be made and effectively carried out. What may be regarded as a step in this direction has recently been taken in New York City, where the State juvenile placement bureau has stationed placement workers in one of the employment-certificate offices conducted under the attendance department of the public schools to interview children who are in need of placement. (See p. 145.) A procedure through which children applying for certificates may be assisted by a placement agency whether or not they have found employment for themselves is carried out by the Vocational Service for Juniors in New York City, which at graduation time, when unusually large numbers of children apply for certificates, stations a counselor in several of the issuing offices to interview children as they wait in line. (See p. 145.)

One of the greatest difficulties in the way of bringing vocational information and counsel to children through the machinery of employment-certificate issuance is the concentration of applications at

rush seasons, particularly at the close of school in June, when great numbers of children are leaving school to enter full-time employment for the first time. At these times interviewers are often too busy to give more than cursory attention to each applicant, and in some cities it is found necessary to supplement the regular staff of interviewers at such seasons by temporary workers who are not qualified as vocational counselors and who do not have the equipment to do more than see that the letter of the law is fulfilled. In Chicago and Philadelphia attempts to relieve the congestion at these times have been made by the establishment of district offices where qualified vocational advisers interview the applicants. In Philadelphia district offices carry on the entire procedure of employment-certificate issuance for children who live in sections of the city in which district offices have been established.

### THE PROCEDURE OF EMPLOYMENT-CERTIFICATE ISSUANCE

The vocational-guidance program would be strengthened if the law specifically permitted a child to apply for a certificate, have his evidence of age and his school record passed upon, and have the procedure of granting the certificate started before he was required to present a promise of employment. It is true that many children, even in schools where there are vocational counselors, do not signify their intention of leaving school until they have found a job and are likely to be no longer open to persuasion. But in the case of those who, without having obtained employment, make up their minds to leave school, such a procedure would enable the school counselor, district adviser, or issuing officer not only to point out to the child the advantages of staying in school before he had become interested in a particular job or had experienced the charms of freedom through days of wandering the streets while job hunting, but also would make it possible, before he went out to look for work, to insure his getting advice from a properly qualified placement counselor on the kinds of work open to him. Under the laws now in effect in many States it would be possible for the local certificate-issuing agency to rule that this procedure might be followed, even though not specifically permitted by law, instead of following the practice of many offices in refusing to take any steps to ascertain the child's eligibility for a permit until he has found work. For its effective administration, however, this procedure would require properly qualified counselors attached to individual schools, but working under the direction of the central vocational-guidance office, or in close cooperation with it, or some system of district advisers.

In order that the child may lose as little time as possible from school in his attempt to obtain a permit every effort should be made to see that he need make but one visit to the certificate-issuing office before going out to look for employment. It would be helpful if the school counselor or the local representative of the issuing office who handles the child's application for a school-leaving certificate should be required to make it his responsibility to see that wherever possible arrangements are made in advance with the issuing office for handling the child's application, so that the interview with the parent regarding the economic necessity for the child's work, the interview



with the placement officer, and possibly the child's physical examination may be arranged for the same day.

From the vocational-guidance point of view the best procedure to be followed for children applying for certificates would seem to be the following, preferably in connection with an adequate program of vocational information and counseling within the school:

1. A child who has reached, or is soon to reach, work-permit age and who desires to leave school for work should while still in school interview, in the company of one of his parents, the school counselor or the district adviser of the vocational-guidance department; or if neither exists, some member of the school staff appointed by the principal. This school representative should have at hand all available information as to the child's physical and mental ability and the record of his school work, both academic and practical (preferably a cumulative record covering the child's entire school life), and should be qualified to inform the child and his parent as to the disadvantages of early school leaving, the limited opportunities for employment that are open to young workers, and the kinds of training the schools offer. Until this interview has taken place and the counselor has done all he can to persuade the child to remain in school, if this seems best for him, the principal should not issue the school record.

2. It should be the duty of the counselor to assist the child in obtaining the proof of age necessary before his application for a certificate can be considered. Were every child's birth certificate required when he first enters school, as it should be, the best type of documentary evidence of age would ultimately be in the school files for every child in attendance.

3. When the child has received his school record and has obtained satisfactory proof of age, these papers should be sent to the issuing office with the child's cumulative record and a report containing the principal's and the school counselor's recommendations as to whether the child should be certified for work and the record of interview with the child or his parents on the subject of going to work. If the proof of age and the school record are satisfactory the issuing officer should arrange for an interview with the child and his parent regarding the financial necessity of the child's work, an interview with the child regarding his vocational interests by a properly qualified vocational counselor, and a physical examination of the child by a properly qualified public medical officer.

Where the economic resources of the family, as ascertained in the interview with the child and parent or through information obtained by the visiting teacher or counselor of the school the child has last attended, do not seem to be adequate to keep the child in school, a member of the staff of the employment-certificate office trained in social case work should visit the home to obtain accurate evidence as to the family income and expenditures upon which to base a decision as to the child's eligibility for a certificate. Even if economic need is proved, an attempt should be made, if it seems advisable, to keep the child in school through a scholarship grant, suitable part-time employment, or some other means.

If the child and his parent have already been interviewed by school counselor and every effort has been made in the school to



keep him there, the person who interviews the applicant at the issuing office should preferably be some one who knows about actual openings for employment in the community. At any rate, every applicant for a certificate should be referred to a placement worker as soon as he has met the legal requirements for a certificate (other than a promise of employment) in order that he may at least have the benefit of the information and advice available in the placement office before he goes out to look for work.

If the physical examination is given with reference to fitness for the occupation in which the child is to engage, it must be postponed until after the promise of employment is obtained. If it is given with reference to any legal occupation the physical examination may be made early in the procedure, but if this is done the examining physician must be especially alert to discover and report to the issuing officer what are the types of occupation in which the child should not engage.

4. Where family necessity is proved and either the child and his parent are determined upon the child's going to work or no scholarship or work outside of school hours can be procured to enable the child to remain in school, then the applicant should be allowed a reasonable time away from school in which to find work, with such assistance as the placement office can give him. It should be made clear to the child and his parent that he will not be permanently released from school attendance and his name will not be taken off the rolls of his school until he has actually secured a promise of employment, has obtained his certificate from the issuing officer, and has been enrolled in continuation school if there is one, and until his school principal has received word from the issuing office that he has begun to work (according to the employer's report sent to the issuing office).

Children returning to the issuing office for new certificates on changing employment not only should receive the physical examination required by law but should also be interviewed by a properly qualified vocational counselor attached to the staff of the vocational-guidance department, the issuing office, or the continuation school. Special attention should be given on these occasions to advising young workers as to more suitable or desirable types of work and assisting them to find such work, if the occupation in which they have been engaged appears unsuitable for them, and to checking up on the coordination of their continuation-school training and their occupational and other needs and aptitudes. The administrative machinery should be so well organized that children dropping out of employment are promptly reported and placed in full-time classes in either the continuation school or regular schools.

#### THE CONTRIBUTION OF THE FACTORY-INSPECTION DEPARTMENT TO THE VOCATIONAL-GUIDANCE PROGRAM

Although not basic to the success of the vocational-guidance program in the same way as certificate issuance, the work of the factory-inspection department is of considerable importance to vocational guidance. Only through inspection is it possible to ascer-

tain the hours of work of minors, to check regulations as to hazardous trades, and to find under-age children who have slipped through the net of the truant officer, school census enumerators, or certificate-issuing office for work either during or outside school hours. The factory inspector performs an important function for vocational guidance also in inspecting for violation of the law in regard to the working conditions, safety, and sanitation of the establishments in which minors are engaged. Current reports of violations of the child-labor laws should be made to the certificating agency by the inspecting agency, and reports on conditions affecting the welfare of minors in individual establishments of interest to the placement office could be made by special arrangement between the two agencies. The value of the contribution of the factory-inspection department to the vocational-guidance program depends, of course, upon the existence of an adequate number of inspectors qualified through special training to inspect not only for safety and sanitation but also for the enforcement of laws relating to the employment of children, which involves somewhat different knowledge from that usually required of the general factory inspector.<sup>7</sup>

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<sup>7</sup> For a full discussion of standards applicable to the administration of employment-certificate systems see Administration of Child Labor Laws—Part 5, Standards Applicable to the Administration of Employment-Certificate Systems. Children's Bureau Publication No. 133. Washington, 1924.

## PLACEMENT <sup>a</sup>

### ORGANIZATION OF JUNIOR PLACEMENT OFFICES

Both the inception and organization of junior placement offices throughout the United States have been determined largely by specific local conditions, and the emphasis governing the administration of these offices is still, in many instances, due to the circumstances which brought them into existence. Private philanthropy, either individual or organized, city school systems, a State department of labor, and the Federal Government operating through the junior division of the United States Employment Service are, either singly or in combination, responsible for the junior placement work in the 12 cities included in this survey.<sup>1</sup> Boston, Chicago, and Cincinnati have offices originally established by bureaus operating under private funds and since taken over and administered by the public-school system, though Cincinnati still receives part support from private sources. In New York City junior placement is carried on by a number of agencies. The Vocational Service for Juniors, which does an extensive work in close cooperation with the public schools, was initiated and is still administered by means of private funds. The city public-school system is itself responsible for another junior placement service, and still another is conducted by the New York State Department of Labor. Three offices—those in Seattle, Oakland, and Minneapolis—were initiated by a vocational-guidance department of the school system; two of these, the office in Oakland and that in Minneapolis, are now conducted in cooperation with the junior division of the United States Employment Service. The Philadelphia office was initiated by the public schools and the work was for a time conducted through the cooperation of the board of public education and the United States Employment Service, but later a staff of placement counselors was supplied by a philanthropic agency, which still cooperates with the board of public education in the support of the office. In Atlanta private philanthropy has from the beginning shared the support of junior placement with the junior division of the United States Employment Service, and the supervision is joint between the school system and the junior division. The work in Rochester was initiated by the State industrial commission of the State department of labor, by which it is still conducted. Pittsburgh carries on junior placement in two offices, the first of which, for children between 14 and 16, was initiated by a vocational-guidance department of the school system, and the sec-

<sup>a</sup> This section was prepared by the U. S. Employment Service.

<sup>1</sup> An interesting example of still another type of organization, and one worthy of investigation for the extent of cooperation effected, is the junior office in Jersey City (officially the junior guidance and placement division of the Federal-State-Municipal Employment Service), which operates under the joint supervision and support of the junior division of the United States Employment Service, the New Jersey State Department of Labor, the city government, and the city school board. In a number of cities part-time schools are responsible for the initiation of organized placement.



ond of which, for young people between 16 and 21, was initiated by the junior division of the United States Employment Service in cooperation with the board of public education. Both offices are now conducted in cooperation with the junior division. Providence has made no attempt to develop placement as such, though some placement is necessarily undertaken as a part of its whole vocational-guidance program by the department of vocational guidance, which cooperates with the junior division of the United States Employment Service for that purpose.

Certain advantages are inherent in each form of organization and cooperation. Private funds have frequently initiated and developed fine types of work, which would otherwise have been long delayed. In Cincinnati, for example, such aid has permitted an emphasis upon exact and scientific study of the individual child which would have been difficult, if not at the time impossible, to a school department undertaking to meet unaided the immediate demands of large numbers of juniors seeking placement. Such private funds, however, are necessarily limited in their scope of application, and the definite tendency is that work so sponsored shall finally be taken over, at least in part, by a public agency.

All the offices included in this survey not only recognize the benefit of the school contact but have some form of definite cooperation with the schools, official or quasi official. Such cooperation brings to the placement office not only a labor supply but also a detailed and scientific knowledge about the child which the school alone is in a position to obtain, and in addition the confidence in its disinterestedness which the public generally accords work undertaken by the public schools.

A placement office sponsored by a State department of labor holds a place similar to that of the schools in respect to public confidence in the disinterested and impartial application of its services. It is further in a position to obtain, through factory inspectors and other officials, intimate contact with the industrial field and an authoritative knowledge of working conditions surrounding juniors. Moreover, through close association with the field of adult employment, both skilled and unskilled, it gathers more exact and detailed information with reference to all the jobs of a community and enjoys a wider contact with employers than could a separate junior office. It simplifies the placement of older juniors and insures an easy transfer for the junior to the adult office when he reaches his majority. On the other hand, some junior placement workers feel that when adult and junior work are under a single supervision, especially if the offices are in the same building, emphasis on service for adults is likely to be at the expense of juniors in the matter of job openings.

Cooperation with the junior division of the United States Employment Service has offered, as have private funds, an opportunity to initiate work where local financial support would have been unavailable or insufficient, and it has also tended to free the work from local restrictions or inabilities where these existed and to bring to local problems the broader view of national experience. Such cooperation also makes for standardization in keeping records. Government forms are furnished to all cooperating offices. The use of

the Government frank makes feasible a wide circularization for publicity and a general solicitation of orders from employers and an intensive follow-up of juniors at work. The exchange of publicity material among the offices affords timely suggestions of administration and method. The definite policy of the junior division to leave to every local office the largest amount of autonomy possible and to require uniformity only in the matter of serving all juniors who apply and in the matter of submitting certain regular reports to the Federal office increases the helpfulness of this form of organization.<sup>2</sup>

Close connection between a junior placement office and the local officials authorized to issue working papers is obviously desirable, since certification offers a channel already open through which all these juniors can be reached for counsel, placement, and employment supervision. In the organization of the offices certification and placement may be handled in coordinate divisions of the same bureau at central or district offices, as in Cincinnati and Philadelphia; or they may operate as separate divisions altogether and be located in different buildings, as in Boston.

The size of the staff and the training demanded of its members vary with the scope of the duties undertaken. A department such as that in Philadelphia may interchange placement secretaries or counselors between the certification and placement divisions, massing its forces where the demand is most urgent. A research secretary working in cooperation with that office organizes and directs industrial studies. In the Vocational Service for Juniors in New York and the vocation bureau in Cincinnati, for example, a trained psychologist is a member of the staff. A number of other cities likewise command the services of specialists. Chicago, Philadelphia, and Boston require special examinations for the members of their placement staff. In most cities the prerequisite training of the placement secretaries or counselors is akin to that of the vocational counselor in the schools, with a special emphasis on personnel experience and industrial knowledge. Given equal training and ability, there has been, here and there, a feeling that men may be more successful in the placement of boys, and women in the placement of girls. However, in practice this is by no means a constant principle, for in a number of cities all the placement secretaries or counselors are women; and in some of them (in Philadelphia, for example), a man may be interviewing girls at the same time that boys are being interviewed by women.

## THE FIELD OF JUNIOR PLACEMENT

The field of junior placement is obviously as wide as that of the employed or the employable junior. The junior division of the United States Employment Service defines its field as including all young persons above the minimum legal working age and under 21 years of age. Most school offices are finding it necessary at first to limit their service in the main to all juniors under 18, and do not

<sup>2</sup> For a brief statement of the general purposes and methods of the junior division of the United States Employment Service, together with a list of local cooperating offices and a copy of the weekly report blank, see Appendix, p. 435.



usually accept those over 18 who are not graduates of the high schools of that city. While it may be necessary, because of a limited staff and an inadequate budget, or because the office is still in process of development, to place the emphasis on service to a restricted group, as for example, on the group receiving employment certificates or on those either of limited or of superior mentality, still the tendency is everywhere to serve as many as possible of the juniors of the community and not to refuse any case which needs assistance.

Juniors applying at the placement office fall mainly into three classes: Those, usually 14 to 16 years of age, who under most State laws are not permitted to leave school for employment unless they obtain working papers; those, usually 16 to 18 years of age, who are free to enter full-time employment without working papers, but who have not yet completed the education offered by the public schools; and the group, usually 18 to 21 years of age, among whom are the high-school graduates.

The problem presented by the individuals of the first group is so much in the nature of a special case that there is a tendency either to turn them over to special counselors in the placement office who deal with them exclusively, as in Chicago, or to provide separate offices altogether for them, as in the juvenile placement office in Pittsburgh. These juniors constitute a group for whom what may be considered successful placement is largely impossible. They are generally regarded as better off in some kind of training than at work, and the tendency both in the law and in placement practice is to keep them in school if possible. In some States the law requires proof of economic necessity before they can be certificated for employment.

No such clear-cut generalization as to character and vocational counsel is possible in regard to the second group, which constitutes the mass of most junior placement office work. The problem they present is in each instance an individual one, and may be met best by a return to school, by a change of school or course of study, by placement in immediate employment, or in training for employment. To its solution the placement office must bring the varied types of information which are its working tools.

Placement of high-school graduates is a seasonal activity looming large in the yearly office schedule, and it is a daily task as well in recurring individual cases. The task is somewhat lightened at graduation periods by the fact that many high schools place a proportion of their own graduates without reference to the placement office. On the other hand, this is said by the placement secretaries to result in the difficult cases falling to them when their most desirable openings are gone.

## THE TASK OF THE PLACEMENT OFFICE

Enough has already been said to indicate that none of these offices interprets its task as getting a maximum number of people into jobs, as an employment office for unskilled adults might do. Such quantitative job finding is altogether distinct from the task of junior placement, which has for its objective the maximum development of the individual child along the lines of his occupational



possibilities into a happy and successful citizen. Much of the service of a placement office to the child is direct, but it is also prepared to give an indirect service to the child by means of service to the schools, the employers, and the community.

## RELATIONSHIPS MAINTAINED BY OFFICES

In developing a junior placement program certain relationships with other social groups are obviously necessary. Some advantages of cooperation with the public schools have been indicated above. But even where this official connection with the schools is inherent in the organization, the placement office must consciously strive for a very close cooperation with several branches of the school system. Visits to local schools and classes both for the purpose of giving and obtaining information are frequently scheduled as activities of placement workers. Staff meetings with school or vocational counselors and frequent talks at teachers' meetings are methods of obtaining this cooperation much used in Pittsburgh and Atlanta. Placement items appear regularly in the news bulletins issued by vocational-guidance departments in various cities. These and other methods, such as circular letters to school principals and bulletins of instruction to teachers regarding employment opportunities, are all a part of regular routine in the various cities.

The placement office must possess an intimate knowledge of the laws which govern school attendance, employment, and working conditions of juniors. A close cooperation with the branches of the city and State government charged with administration of compulsory education and of labor laws is obviously of advantage to an office. An office frequently acts as an interpreter of education and labor laws to the employer of junior labor, and services of this sort help to extend the clientele of the office.

The methods of making and establishing relationships with employers are many. Talks at meetings of various industrial and business organizations have been made by staff members of all of the offices. Chambers of commerce, Rotary and Kiwanis clubs, personnel associations, and many other organizations offer a field for this type of publicity. Personal contact, through actual visiting at the place of business and an interview with the employment manager or, in a smaller establishment, with the proprietor himself, is frequently productive of immediate results.

Listing of suitable jobs in sufficient numbers to place all juniors who desire employment may be easy enough in times of labor shortage, but it becomes a difficult problem to place juniors in periods of industrial depression. All the offices count as one of their most valuable assets their tested and established soliciting list of employers who not only call upon the office for juniors when a vacancy occurs, but who may be called upon by the office to make a place for a particular applicant when no vacancy has been reported. In cities so large that districting has seemed advisable in the administration of the work, as in New York, Philadelphia, and Chicago, district secretaries or counselors are often made responsible for personal contacts with the firms within their territory. Pittsburgh has carried out with success an extensive system of circularization

and has issued a regular bulletin to employers of juniors, carrying information of interest to them regarding applicants and wages. In Atlanta the superintendent of schools fosters friendly relationships by sending a personal letter of thanks to each employer when an applicant is first accepted from the placement office by him.

Labor and trade organizations may be of vital assistance, especially in the placing of apprentices, and their good will is at all times a thing which the offices desire and seek. There again, a frank presentation of the aims and purposes and methods of the office, both at group meetings and to persons responsible for direction of such organization, has been found a valuable method of attaining and strengthening friendly cooperation.

All the placement offices studied in this survey are in contact with the various social agencies of the community in which they operate, and make use of them more or less widely. It is an integral part of the plan of all-around service to the child that placement secretaries should understand how such cooperation can be effected and should be able to command it for the good of applicants. In Cincinnati, Philadelphia, and elsewhere secretaries are given access to the confidential exchange of information maintained by the social agencies, and if the child or any member of his family has come under the jurisdiction of any of the local social agencies, the full results of their investigations are at the placement secretary's command. It often happens that what is needed is neither placement nor any other direct service for the child, but rehabilitation of one sort or another for some member of his family. The calls made upon social agencies by placement workers are many and form a part of the regular weekly report sent to the junior division of the United States Employment Service by its local cooperating offices.

Indeed, placement offices are definitely levying upon the whole community for the promotion of their work. Advisory committees, composed of representatives of various interests in the community, are frequently formed to assist the placement office. A notable example of such community cooperation is the placement office for negroes in Atlanta where the interracial committee, the negro newspapers, the Young Men's Christian Association, and the Young Women's Christian Association, and various other associations and organizations have all been active in the conduct and support of the work.

## INFORMATION AVAILABLE TO THE OFFICES

All of the offices emphasize the importance of scientific and exact information as the basis of junior-placement procedure and insist that only upon such a foundation can sound work be based. Information about the applicant, about the schools, about jobs, and about the community is the indispensable working equipment of every office, though its nature and extent may vary and its emphasis may be differently placed.

Complete information about the applicant would include a cumulative school record in courses of study, with supplementary information, estimates, and comments of teachers and school counselors; a report upon home history and environment; a history of work ex-



perience; a physical-examination record; and a mental-test rating. No office studied in this survey has all of this information for every child, and few, indeed, have all of it for any child. It is upon the personal interview, elsewhere discussed, that the placement secretary at present mainly relies for information concerning applicants.

As has been pointed out elsewhere, the most obviously helpful source of information about the applicant is the school record, yet such a record by no means comes to all offices as a matter of routine or even as a matter of request. The Cincinnati office receives a cumulative record card for every child who leaves the public schools, and an effort to approximate such a record is also made by the parochial schools. Such a record is also available for the Boston office, and Atlanta has recently developed a vocational-guidance card which is forwarded to the office from the schools with each applicant for placement. School records are also available on special request in Pittsburgh, and are regularly sent for all graduates from the grammar schools in Minneapolis and for other juniors on request, and are sometimes available in Chicago. It may be concluded, where an office reports that such records are available on request only, that they rarely come to the placement office, because the exigencies of the day's work do not ordinarily permit special requests save in problem or unusually difficult cases.

A mental-test record comes to the office even more infrequently than the school record, and such a standard as that in Cincinnati, where the office commands a mental test for each applicant, as well as a school record, is an outstanding exception.<sup>3</sup> Pittsburgh has a brief test which is regarded as indicative rather than determinative, and is administered in the junior office to many of the applicants. While mental-test records are not generally available for all applicants, practically every office has some arrangement whereby special cases can be referred either to a school bureau or to an interested and cooperating agency for an intelligence test if one seems necessary.

First-hand facts concerning the family of the applicant are not in hand at many offices, for all applicants. But there is a noteworthy example in the Philadelphia office, where a provision that all applicants for first working papers must be accompanied by a parent and that parent and child are to be interviewed separately and a record kept of the information obtained at such interviews approximately procures this type of information for all of the younger group of children. While most employment secretaries do not question the value of a family case study for applicants who present special problems, yet the present status of placement budgets puts this method of obtaining information out of the question in many instances. A case worker connected either with the placement office or with some cooperating agency sometimes goes to the homes when the problem presented is an extremely difficult one, but such special service is by no means available as frequently as it would be valuable.

Data pertaining to previous work experience are available for certificated children as a matter of office record wherever the placement office and the certificating office are in position to interchange such information. In most other cases the information is gathered

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<sup>3</sup> For a full discussion of the present status of mental testing in relation to the whole vocational-guidance movement see pp. 17-28.



from the child only, without consultation with former employers except where some irregularity seems to suggest such procedure. Some placement workers hold, indeed, that such reports if unfavorable should not be recorded at all for junior workers, but that the child should enter a new job with a fresh start. Placements can be made, however, by the office with this information in hand without transmitting it to the new employer unless actual dishonesty seems to create an ethical demand that he should be warned. References do not enter largely into the bulk of junior-placement procedure, though the follow-up records of juniors placed by the office will ordinarily give a history of their success or failure in positions secured through the office.

Trade tests, as is indicated in the section on mental measurements as an aid in guidance and placement, do not at the present play any considerable part in junior placement work. In addition to the fact that the younger junior has ordinarily no trade ability to measure, it is generally felt that they are not yet sufficiently standardized or developed to offer reliable information for placement purposes. Almost the only tests of this nature at all used by the offices are tests for typewriting or other office-clerical positions, and they are ordinarily given only to applicants whose school record is questioned or who are not graduates of a commercial high school.

No general practice obtains of procuring a physical-examination record for all applicants, although such examinations are required by law for all certificated children in a number of States, and the results are available to the placement office where certification records are convenient to inspection. The cumulative school record, if obtained, may give the results of physical examinations in the schools, though that work is frequently so perfunctory and inconclusive as not to possess great value. Applicants who are evidently in need of clinical aid are frequently directed to such aid through the placement office, but reliable information concerning the physical condition of uncertificated applicants is not at hand in any office.

Information about educational opportunities in the community is easily obtained through school circulars and bulletins, and possession of it is fairly complete and standardized in all of the placement offices included in this survey. It is generally difficult to persuade an applicant to return to the school which he has just left, but it may be altogether possible to convince him that special training in some other school or course of study will serve his purpose much better than immediate entry into employment. Placement counselors make use not only of information regarding the public schools but of knowledge concerning all the special opportunities for training which the community affords. They are frequently asked for advice concerning night schools, private commercial schools, special trade courses, cooperative courses, and correspondence courses.

The information about jobs which a placement office needs to have is of two kinds, specific and general. There must be the knowledge that a particular job is open and that the boy or girl sent there will be required to do this or that kind of work. Investigation of such "orders" from employers or collection of information regarding them from office files constitutes a part of the task of most

placement workers. A junior is rarely if ever referred to a job concerning which positive knowledge is not in the possession of the office. Each new opening in a well-known firm need not be investigated, but juniors can not be referred to uninvestigated and unknown employers. Many offices refuse to list jobs in private families, especially at housework, because investigation there is so difficult.

In addition to this specific information about particular jobs general surveys are needed of the employment opportunities afforded by a community as a whole, with special reference to occupations open to juniors. No placement office has time to gather as much information of this sort as it needs, and free interchange of material gathered by secretaries, counselors, employers' associations, and other agencies undertaking such work is the rule. The standardized methods of gathering, compiling, and filing this information are by no means generally followed. Files of occupational information and of firm inspections are being continually revised and expanded, however, and studies or reports, such as those prepared in Philadelphia, Cincinnati, and Chicago, make the information which has been obtained more generally available. Placement workers all believe that the direct contact with industry afforded them by visits to workrooms, by investigation of particular jobs, and by solicitation for openings is an important part of their work and one which they can not afford to omit. As noted in the chapter on studies of occupations, however, a few of the agencies concerned with vocational guidance and placement included in this study have one or more special members of the staff whose duty it is to gather extensive occupational information and to make formal studies, such as those mentioned above, which demand too much time to be undertaken by anyone who at the same time is conducting placement work. It seems altogether likely that as placement work develops research secretaries or counselors will be recognized as necessary members of the staff of most junior guidance and placement departments.

## PROCEDURE IN JUNIOR PLACEMENT

However divergent the organization of the offices, a few methods of procedure are common to them all. Of these, the most important is, perhaps, the individual and private interview with each applicant by a skilled placement counselor. The physical location of offices and their interior arrangement do not follow a set plan. The main principles governing the location of offices are that they shall not be too remote from centers of employment, that they shall be easily accessible to the junior applicant, and when located in a school building they shall, if possible, have an entrance not used by school pupils. However, local circumstances largely control these matters, and successful work is done in an office on an upper floor of a down-town office building, in one which shares its entrance with that of a continuation school, and in others which have been forced to similar compromises. The interior arrangement of the offices likewise has been dictated by the space which could be procured, but each of them makes some arrangement for an approximately private interview. The degree of this privacy varies from a glassed-in office just off a main reception hall, where applicant and placement officer are



entirely alone, to one where chairs skillfully placed at the two sides of a double desk and low-toned questions and answers provide a fair degree of privacy.

For the interview the placement secretary or counselor gathers together all the recorded information concerning the applicant which is available from various sources. Where a placement clerk receives all juniors and arranges the order of interviews, as in Philadelphia, this information is collected by her from files and placed before the counselor. As supplemental to this information, most offices make use of a personal question sheet, which gathers from the child definite information about himself, his family, his past school and work experience, and his vocational desires. These blanks vary widely in the number and kind of questions which are asked and show a tendency to increase the amount of specific information obtained and to eliminate vague questions, once so popular, as to "favorite books," "favorite pastimes," and the like, which are apt either to puzzle an applicant or to be answered insincerely, and which serve only for a general impression best secured informally during the interview rather than by formal written questions. In most offices the employment counselor himself writes in the answers on the blank, using the questions as leads in the interview and developing informal conversation about them. However, some offices, such as Atlanta, require that the personal question sheet be filled in by the junior preliminary to the interview, with the idea that the manner of so doing indicates his clerical ability, method of thinking, and probable success in certain lines of employment.

When all formal information has been assembled and cognizance taken of it the careful and sympathetic interview frequently brings out much additional and valuable information regarding the child and his problems. It affords an opportunity, sometimes the last one, for both educational and vocational guidance and for social adjustments, and since all junior offices assume to some extent the obligation of this wider service, the importance of the interview can not be overemphasized. In most offices a running record is kept of all subsequent interviews, so that at any time the counselor may have at hand the full history of the contact which the office has had with the applicant.

If the result of the interview is to be a reference of the applicant to a job, he is given a description of the nature of the job to which he is being sent, instructions as to how to reach the place, and how to conduct himself after he gets there. No junior is referred to a job which he does not care to undertake after a thorough discussion of it. Some offices, such as Pittsburgh and Minneapolis, have printed leaflets containing "Do's and Don'ts for Applicants," which they give to each junior at the time he is referred to a job. The applicant is also given a card which will introduce him to the employer and which the employer is ordinarily asked to sign and return to the office if the applicant is employed. If the card does not arrive promptly and the junior does not return, most offices check up the case by telephone within 24 hours and find out whether the applicant appeared and what was the resultant action. Offices deal



rather sternly with applicants who are referred and who fail to apply or to make a report. Some offices notify such applicants that no further attempt will be made to place them for a stated length of time.

If no opening exists to which an applicant can be referred, most offices undertake direct solicitation by telephone, call certain firms which employ juniors in the work for which the applicant is fitted, and ask if there are any present openings. If an immediate opening can not be found, the applicant is either instructed to return to the office the next day or he is notified that he will be called when an opening is found. For the children of the continuation-school age a close cooperation between the employment office and the continuation school is an advantage, as the child can be called from the classroom only when he is to be referred to a job, and immediately returned in case no opening exists. All offices undertake special solicitation and notification for the particular and difficult cases, but in most of the offices when the volume of placement work is large and the opportunities for placement are few, it is necessary for the children who are above continuation-school age to appear day after day until placement is effected.

Follow-up is also a fundamental part of procedure in junior placement work. That without follow-up the placement of juniors may easily become exploitation is generally admitted. While the offices are agreed in the principle, their method of applying it in actual practice is by no means the same. Follow-up of the working junior may be of two types—that done through his employer and that done through the junior himself; and while no office uses exclusively one or the other type, yet the major emphasis is in some places on the one and in some on the other. Follow-up through the employer is more easily effected,<sup>4</sup> but is insufficient in that it does not give the junior's point of view. Circular letters and questionnaires sent to juniors themselves serve to remind them that the office is still interested in them, and they usually bring a fair number of responses.

The evening office hour, which affords an opportunity for employed juniors to return and talk over their problems, is one of the most effective means of follow up. Invitations to come in at this time are sent by many offices to all registrants after a definite period, say, at the end of three or six months. The primary object of follow-up is conservation of the individual child, though it also serves as a test of the success, methods, and aims of placement. Little follow-up information has as yet been gathered, and this little less used; but follow-up offers a fertile field for both record and research, and from the follow-up files of the placement office may well be drawn important facts for placement secretary, vocational counselor, educator, and employer.

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<sup>4</sup> In some placement offices it is thought that frequent follow-up inquiries are troublesome to the employer and prejudice him against an office. Most offices report, however, that employers cooperate willingly with the agency that supplies them with good workers when they understand that follow-up is a necessary part of good placement and when the work is done with economy of time and effort. Moreover, a growing list of employers carry on a system of follow-up of employees within their plants and can readily supply the needed information.

## USE OF BLANKS, FORMS, AND RECORDS

The keeping of records concerning both applicants and employers is recognized as an important part of all junior placement work. Every office has developed for itself a system of forms and blanks covering registration and past history of applicants and action taken by the office regarding them, jobs registered and filled, investigations of employment opportunities and working conditions, reports from cooperating agencies, and the like. The studies of individual cities in this survey contain some discussion of these records for each office. The lack of uniformity among the offices either as to method of keeping reports or as to the facts sought by them is one of the evidences of the varied and sporadic origin of placement work. In many instances forms have been adopted, used for a short time, and then replaced as not being adequate for the purpose, while other offices are prevented from making like changes, which they know would be desirable, by the difficulty and expense of a change of forms.

So long as records of junior placement are regarded merely as a means of getting the work done at that particular local office this lack of uniformity is probably unavoidable. The advantage of records sufficiently uniform to make possible comparative statistics for different cities covering general facts regarding the placement of juniors is obvious. It is not possible to measure the work of any junior office solely by the number of placements made. Other services are as important, if not more so. Until some common system is devised of defining and recording these services conclusions from the general survey of junior placement work must be descriptive rather than statistical, and any comparisons of attainments or statistical evaluation of efforts will be impractical. A conference of the workers of the various agencies now leading in the field of junior placement on the subject of definitions, blanks, forms, and records would probably accomplish much toward standardization of reports. Local conditions will unquestionably dictate variations in forms, and in the smaller offices limitations of staff will make elaborate record keeping impossible, yet certain data uniformly kept over a given period of years undoubtedly would provide laboratory information valuable enough to warrant its collection.

## SPECIAL PROBLEMS

- There are certain special problems in the field of junior placement for which as yet no common solution has been found and concerning which there is no general agreement. Though compulsory school-attendance laws are holding a rapidly increasing number of children of the younger group in full-time or part-time school, large numbers of junior workers, 16 years and under, are still employed, and, for the most part, in low-grade jobs, largely routine in nature and offering little if any systematic training. Placement workers all recognize this sort of placement as a problem, but the attitude of offices toward listing such jobs differs rather widely. On the one hand, the opinion is held that they are inevitable forms of labor and that they are, after all, the only jobs in which younger and more inexperienced or less gifted juniors could have an economic value. The



offices which take this view say that if a child must go to work he can be placed in a job of this sort and then, by careful follow-up, can be conserved through advice and encouragement until such a time as transfer into some other occupational line becomes possible. Consequently, these offices do not hesitate to list such jobs, provided the conditions surrounding them meet reasonable standards for the health, safety, and welfare of the young workers. And some placement secretaries say that it is indeed difficult to determine the full possibilities of even a routine and unskilled job, provided the child is carefully followed up in that job and is helped to develop his possibilities for advancement. On the other hand, we find offices taking the attitude that placement in a job without educational content or promotional possibility forms no part of an educational process and has no place in scientific junior placement. Such an office believes that the child can probably find such low-grade placement for himself and that it can spend its time to better purpose for him than in job finding of this sort.

Actual practice in nearly all offices falls somewhere between the two opinions. An effort is constantly made to improve the type of employment listed and to make as few placements as possible under unfavorable conditions for the child, but when jobs are scarce and applicants many placements are made wherever immediate need dictates.

Two types of applicants present special placement problems—those who belong to races and nationalities against which bars to employment are frequently raised and those who are handicapped by mental or physical disabilities. Careful survey of the opportunities which are open to applicants of these types, careful analysis of the work in which their disabilities will be least operative, and special solicitation of openings for them, all form a part of what may be regarded as specialized placement office procedure. In the case of the physically and mentally handicapped, research has already served to indicate industrial possibilities hitherto unsuspected, and a considerable extension of such research is desirable.

Placement work for juniors becomes difficult in large cities because of the numbers to be handled and the area to be covered. The problems of branch offices and of a system of clearance of "orders" and of industrial investigations and reference of applicants without duplication must be solved. The individual city studies indicate the solution or partial solution of such problems in the various cities where they present themselves.

Akin to this problem of expansion of service is the question of centralization of all school placement activities in cities where individual schools either are conducting or wish to conduct placement for their students. In no place has it been found advisable to prohibit such activity altogether on the part of the individual school, though cooperation with the placement office is assuredly desirable; and in a few cities, as in Pittsburgh, schools are required to report to the central office any placements which they make.

As has been indicated elsewhere, no common agreement has as yet been reached regarding the place of either intelligence or trade-ability testing in junior placement work. Research along the lines of the correlation between such tests and occupational success, to-



gether with further development of intelligence and trade-ability tests and of job analysis, are all necessary before a standardized procedure in the use of these resources for placement purposes can be developed.

### AIMS AND TENDENCIES

In the larger number of cities covered in this study organized placement has already become an integral part of the process of vocational guidance. In the few where placement has not been formally organized it is still being recognized as a necessary school function by certain schools, vocational counselors, and teachers within the system, and is being conducted sporadically. The cross-section study of placement here presented is fairly representative of organized efforts at junior placement in the country at large. New placement offices are being organized in many communities throughout the United States. Part-time and continuation schools are of necessity initiating and conducting placement work, for which in some cases subsequent expansion is definitely planned to serve all juniors of the community who apply for advice. Whether such expansion and centralization are part of the original plan or not, experience has shown that they are a logical and frequent outcome of any limited placement activity.

Two seemingly divergent factors have combined to produce the present attitude toward junior placement on the part of the schools. In the first place, when the school assumes the responsibility of guiding the child toward a vocation and preparing him for it, it becomes difficult to avoid taking the logical third step, that of placing him in it. The dependence of the junior, the interest of the teacher and vocational counselor, the pride of the school in its output, all urge in this direction. Placement of the graduates of vocational schools and courses grows inevitably out of their nature.

Secondly, we have a new knowledge, daily increasing, about both the child and his education which is rapidly modifying our point of view of school aims and functions. Measurements of the capacity of the child and observations of the results of his education give us accurate information hitherto unknown. We are discovering that formal academic education at a point considerably short of high-school graduation may cease to develop and advance a large number of juniors who at the earliest opportunity enter the occupational world, influenced more often by dissatisfaction with school as they have found it or by adolescent unrest than by acute pressure of poverty. Though part-time and continuation schools, trade schools, and vocational courses may profitably extend the period of school supervision for many of these boys and girls, there still remain multitudes of children for whom no suitable school is at present available, and who might reach useful and happy citizenship as well through careful placement and follow-up in the occupational world as by retention in school. Add to these cases the children for whom poverty dictates the entry into full-time employment before the age of maturity (and will continue to do so until such time as mothers' pensions, scholarship aid, or other economic provisions adequately meet this necessity), and we have a large body of juniors,

still in need of school supervision, outside the range of school service unless that service is extended to include placement and follow-up.

So interpreted, placement becomes not an extraschool activity so much as an integral part of the education process and a task not to be evaded by any school system which accepts the responsibility of providing educational opportunities for all minors—a responsibility which the laws of most States show a growing tendency to increase by raising the compulsory school age. It follows, then, that placement can not be left to haphazard and unscientific effort, but must be as well planned, organized, and directed as any other part of the school program.

Evidence is not at hand that the school is yet availing itself at all widely of placement and follow-up records as a means of testing both curriculum and teaching methods. Many educators, however, clearly see the potential value of such testing. More nearly complete records, more extensive standardization of placement methods, and increasing knowledge of occupations will undoubtedly bring to pass further beneficial modification of the school curriculum. In that wider and more socialized attitude toward the child and his life which characterizes the new education, the position of the placement office is one of rapidly waxing importance.

As shown throughout this study, responsibility for the guidance and placement of juniors has been shared by agencies other than the public schools, and may continue to be so shared for a long time to come, probably permanently by some of them. Chief among these agencies is the publicly supported employment service, Federal and State. The United States Department of Labor and State departments of labor, through their employment services, have initiated and developed junior placement bureaus, independently and in cooperation with other agencies, mainly public-school systems.

Many facts indicate that the work so carried on can be and will be more widely and intensively developed and more adequately supported. In addition to these public agencies various private philanthropic agencies have been responsible for a considerable measure of the work already accomplished in this field and probably will continue to have a goodly share in the extension of the service and the development of sound standards and scientific methods, for the day seems far distant when the fostering aid of such funds can be dispensed with.

By virtue of his duties, the placement secretary serves as both counselor and personnel worker. His duties lie in the two widely dissimilar fields of education and industry. His ability and skill and training should be commensurate with those of the people with whom he must deal in both fields. Training programs for employment secretaries and counselors need not differ widely, perhaps, from those for school counselors (see p. 38), though they would naturally put more stress upon occupational contacts and information, minimize technical social case work, and emphasize the ability to make and maintain contacts in the occupational world and to secure public interest and support and community confidence.

A placement office, so conceived and so staffed, aims at a service much more adequate and constructive than that of mere job finding.



In such an office the junior finds a place where both his immediate need and his future welfare are taken into account; where he is respected as a potentially productive member of society and protected as an immature citizen. Theories of guidance in the placement office are subjected at once to the acid test of actuality. Sometimes it is the first place where "I would" faces "I can," but it is not to be thought of for that reason as a place of disillusionment and disappointment. On the contrary, it becomes for the junior a place of constructive planning and of wise assistance toward self-help, while it teaches self-reliance and responsibility toward the job and wards off the dangers of unreliability and aimlessness and drifting; at the same time it equally prevents exploitation and helps toward promotion into a new job when the opportunities offered by the old one are exhausted.

As the skill and ability of the placement worker increase, employers are discovering that such a service to juniors is by no means incompatible with service to them nor antagonistic to their interests. The junior placement office is actively and constructively concerned with serving the best interests of both employee and employer. To the placement office the cooperative employer of juniors may look for information concerning laws governing junior labor; for help in selecting a better type of employee, more carefully fitted to the demands of the job; for economy and elimination of waste consequent upon too frequent labor turnover; and for cooperation in the development of special training and apprenticeship programs.

It has sometimes seemed difficult for school man and business man to find a common meeting ground, though each has much need of the other. In the placement office they meet upon friendly if not mutual territory. To the employer, the employment office offers an interpretation of the school and of the child; to the educator, it affords a contact with the occupational world and its demands.

The contribution of the placement office is not alone to the junior, the employer, and the school, but to the community as a whole. In the placement office, as well as at the board of health and at the chamber of commerce, community builders will seek recorded facts that indicate whether or no that community shall grow and thrive. And on the harmonious adjustments which the placement office is able to effect will rest in no inconsiderable measure the happiness and prosperity of a coming citizenship.



## STUDIES OF OCCUPATIONS AND INDUSTRIES FOR USE IN VOCATIONAL GUIDANCE<sup>1</sup>

If the child in school or seeking employment is to be assisted in planning for his future occupation or in finding employment, the counselor, the placement worker, the teacher of the class in vocations, and to some extent the parents and the child also must have information on a variety of industries and occupations and on local opportunities for employment and conditions of work. The amount of detail and the emphasis will differ for the different groups, but each group must know the facts that are significant for its purposes, and the information must be concrete and up to date and as nearly first hand as is practicable. From the earliest definitely organized attempts at vocational guidance in the United States, beginning with the work of Prof. Frank Parsons at Civic Service House, in Boston (see p. 83), the success of the program has been seen to depend upon the use of such information. We are told that—

One of the things that distinguished Professor Parsons from other types of advisers on vocations was that he made use of official statistics regarding occupations. Previous writers on "choosing a vocation" had contented themselves with glorifying certain selected careers and holding up illustrious examples of successful men and women. Parsons began to analyze the geographical features of industry. He sought to find from the census figures "what States, city, or sections of the country employ most workers in a given industry." This seems elementary, indeed. \* \* \* but it was a new note in the study of vocations, and especially a new note in its significance for vocational guidance in the schools.<sup>2</sup>

The Boston Vocation Bureau soon after its establishment employed a full-time investigator to study occupations and continued this work as an important activity both before and after its transference to the school of education of Harvard University. Chicago's bureau of vocational supervision also regarded a comprehensive first-hand knowledge of the work opportunities open to boys and girls as fundamental to its program, and the study of vocations was a feature of the early activities of the various groups which initiated different phases of the vocational-guidance movement in New York City. In 1922 the answers to questionnaires sent by the Children's Bureau to the school superintendents of all cities with a population of 10,000 and over showed that about three-fourths of the cities that reported some phase of a vocational-guidance program (i. e., counseling, placement, or vocational-information courses) reported also that investigations were made of local industries and occupations in order to furnish information for vocational-guidance purposes.

The aim of vocational research, so far as guidance is concerned, is to obtain information on the vocational opportunities open to

<sup>1</sup> This section was prepared by the U. S. Children's Bureau.

<sup>2</sup> Vocational Guidance and the Public Schools, by W. Carson Ryan, jr., p. 59. U. S. Bureau of Education Bulletin, 1918, No. 24. Washington, 1919.

young persons and their requirements and rewards, with special reference to local conditions, and to make this information available in the form most suited to the needs of the different groups desiring to use it. In outline, the needs of all the groups are the same. They differ mainly in the amount of detail demanded and in the form of presentation, and to some extent in emphasis. All juniors need first of all general information on the industrial or economic organization and on the occupational opportunities of their community, their section, and the country as a whole, including the relative importance of the principal industrial and occupational groups both in the community and in the larger geographic units of which it is a part. In addition to this they need detailed information on the occupations that are most important to the youth of the community.

### GENERAL OCCUPATIONAL INFORMATION

The first step in a program of occupational or vocational research should be to compile general background information in forms suited to the requirements of the different interested groups in the community. This phase of the work has been somewhat neglected. Even in places where an attempt has been made to collect occupational material, often little or no thought has been given to the importance of assembling and disseminating the more general sort of information, though it is much more readily available and much less expensive to assemble than information on particular occupations and industries. Material of this kind is published in the volumes of the United States Census Bureau and in the reports of Federal and State labor departments, of special investigating commissions and of private research agencies.<sup>3</sup> In some places where vocational-guidance activities have been developed, the preparation of reading lists and the assembling in school libraries, in vocational-guidance department headquarters, and in the offices of placement workers and counselors of literature bearing on vocations and related subjects have done a good deal to make the existence of the material known to vocational-guidance workers, teachers, and pupils. But although such efforts as these assist the well-qualified vocational-guidance worker, trained in study of this type, the information desired is usually presented in too great detail or not in suitable form to be generally useful, or it must be separated from extraneous matter by the reader, who frequently has not the time, the interest, nor the required knowledge to do it. In consequence, much of the most essential information remains for all practical purposes inaccessible.

In a few cities the vocational-guidance agency has attempted to bring together some of the most important items and to present them in a form adapted to the needs of teachers and pupils, of part-time counselors, and of others who do not have the time or the training to do their own research. In Cincinnati a 23-page pamphlet, published as a general introduction to a series of vocational pamphlets issued by the vocation bureau, contains a brief summary of census statistics of male and female employees in a large number of occupations in Cincinnati. The White-Williams Foundation of Phila-

<sup>3</sup> See *Personnel Research Agencies*, by J. David Thompson (U. S. Bureau of Labor Statistics, Bulletin No. 299, Washington, 1921).



delphia, in cooperation with the public schools, has issued, as one of a series of occupational monographs, a four-page leaflet containing statistics of boys and girls employed in various industries in Philadelphia at the time of the 1920 census. Although these pamphlets serve a useful purpose in making available in very brief form certain facts from the census volumes, neither contains statistics of both adult and junior wage earners in the different occupations; their scope is limited to the statistics of employment for the particular community; and no information is presented showing the relative importance of an industry or an occupational group in the community compared with other sections of the country or with the country as a whole. The department of attendance and research of the Minneapolis public schools has prepared a pamphlet entitled "A Study in Occupations for Classes in Community Life Problems" which contains chapters, based on the census figures of 1910 and 1920, on "the ways in which people earn a living" in the United States, and on the principal occupations in Minnesota and in Minneapolis.

Although a detailed analysis of special occupations may of necessity be limited chiefly to occupations of local importance (see p. 76), the more general type of background information should be as far as possible nation-wide, should include comparative material for the different sections of the country and for the rural and the urban community, and should take account of the variation in opportunity for young persons of both sexes and of different ages. This material should be presented in such a way as to show clearly its significance for the group by whom it is to be used.

A second source of information of a general nature, though relating only to the local community, exists in the records of the employment certificate issuing office, the continuation school, and the placement office. These records, even when kept merely for the immediate purposes of the respective offices, such as the enforcement of the child-labor law or the continuation-school law or the administration of a placement program, may afford information on occupations and industries entered by young workers, their wages, and their occupational histories extending over a period of several years. They may be analyzed further to show the demand year by year for young workers not only by industries and occupations but also by individual establishments. Such material has a special value in that it records current conditions, whereas statistical information drawn from the census and many other sources is often out of date before it is available. Records are not always planned, however, to give the desired information, or such occupational information as is obtained is not compiled, or if compiled is not generally made available for the groups most interested in vocational guidance. Such material should be at hand for members of the staff of the vocational-guidance department (that is, placement workers and counselors), and the most significant facts could be "translated" for the use of teachers and pupils. As it is, when information on one of these groups of children is desired, the lack of available record material or the fact that record material has never been compiled, tabulated, and analyzed, usually makes necessary a special study, as for example the study of the work and working conditions of



continuation-school children in Philadelphia (see p. 249), the findings of which have been prepared in pamphlet form for the use of placement workers, counselors, teachers, and others connected with the vocational-guidance program. Unquestionably much more use would be made of record material were it not for the expense involved in compiling the data, coupled with the fact that funds for such work are almost everywhere small or nonexistent. However, a number of certificate and placement offices now compile statistics of some sort, and with little or no additional expense they could assemble current information on the employment of children and young persons that would be a valuable help to the understanding of local occupations and vocational opportunities.

## SPECIAL STUDIES OF OCCUPATIONS

### ADAPTING STUDIES TO LOCAL USE

Much excellent information on specific occupations and industries, as well as information of a more general nature, can be obtained from secondary sources,<sup>4</sup> and before a vocational-guidance agency undertakes the assembling of any new material through first-hand investigation it should study available publications and wherever practicable use them or adapt them for local use. Time, effort, and sometimes money have been wasted in the making of occupational surveys and the preparation of occupational pamphlets, when similar studies made in other cities would serve the purpose, at least with very little adaptation, as well as a new study or even better. There are a number of occupations, such as those in the building trades, and many commercial, professional, and public-service occupations, in which a considerable number of workers are employed in every city. In these occupations conditions vary little from city to city, and information on them, if it is accurate and covers the essential points, will do quite as well for one city as for another. An analysis of the work of the trained nurse, for example, except for certain points of relatively little importance which can be obtained through a few hours' or at most a few days' effort, applies to New York as well as to Chicago and to the small town as well as to the large city. Even in the case of such workers as machinists, automobile mechanics, and printers, where there is a greater variety between cities on such points as the relative importance of the occupation, the conditions of work, and the extent to which the trade is unionized, there is little or no variation from place to place in the essential processes of the trade, the type of training necessary, and the general line of promotion in the trade.

Several agencies, both public and private, in addition to local vocational-guidance departments, have published facts about specific occupations which may serve the purposes of vocational guidance in a particular community as well as a new study or which may be adapted for local use. A series covering a particularly wide range of employments is that prepared by the United States Bureau of Labor Statistics for the United States Employment Service and

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<sup>4</sup> See *A Guide to the Study of Occupations*, a selected critical bibliography of the common occupations with specific references for their study, by Frederick J. Allen (revised edition, Harvard University Press, Cambridge, Mass., 1925).

known as "Descriptions of Occupations." These consist of very brief job descriptions and a list of the requisite qualifications for each of the occupations in 15 industries. "Opportunity Monographs," prepared especially for ex-service men by the Federal Board for Vocational Education, include studies of professions, businesses, and skilled occupations, and give some information on opportunities and remuneration, as well as a brief description of the work and of the required training. The "Survey of Junior Commercial Occupations" (Bulletin No. 54, Commercial Education Series, 4) is an example of another type of occupational study published by the Federal Board for Vocational Education. This, like a new series by the United States Children's Bureau on vocational opportunities for minors,<sup>5</sup> deals specifically, as the name indicates, with openings for the young worker. A number of other Government publications, though prepared primarily for purposes other than guidance and placement, give fairly complete information on occupational requirements, chiefly in connection with the subject of teaching the occupation described. Among these are many of the pamphlets of the Federal Board for Vocational Education, including a set of bulletins on emergency war training courses for mechanics and the "Training Bulletins" of the Training Service (a war-time division of the United States Department of Labor). Among the studies of occupations published by other agencies are a series of studies of junior positions in commercial occupations made by the research and service center of the division of vocational education of the University of California and of the California Board of Education, and reports on vocations for trained women published by the Bureau of Vocational Information in New York City. Occupational studies made in connection with vocational-education surveys, such as those made under the auspices of the National Society for the Promotion of Industrial Education and the Cleveland Foundation also cover many of the main points of importance from the point of view of vocational guidance.<sup>6</sup>

The recent action of the Cleveland Board of Education in obtaining the temporary services of the member of the staff of the vocation bureau of the Cincinnati public schools who is the author of "The Metal Industries in Cincinnati" (see p. 212), to prepare a similar report for Cleveland suggests one way in which studies prepared with a special view to conditions in one city may be adapted at slight expense for another. Even where the services of the same person to study the differences in local conditions can not be procured it would probably be not a lengthy nor difficult matter for a properly qualified member of a local vocational-guidance staff to get the information needed to adapt such a report to local conditions. As the period of experimentation in making occupational studies is passed the practice of "borrowing" the occupational analysis of one city and adapting it to the uses of another may be expected to grow. Indeed, so expensive and so difficult is the making of a good occupational survey that as standards improve cooperation among the vocational-

<sup>5</sup> Minors in Automobile and Metal-Manufacturing Industries in Michigan. Publication No. 126. Washington, 1923. 131 pp. Other bulletins in this series are in preparation.

<sup>6</sup> A brief account of the most important of these surveys with special reference to their relation to vocational guidance is given in Vocational Guidance and the Public Schools, by W. Carson Ryan, jr., pp. 70-74 (U. S. Bureau of Education Bulletin, 1918, No. 24. Washington, 1919).



guidance agencies of different cities will probably become the rule not only to standardize and correlate the results of studies but also to get adequate studies made. Possibly a national research agency contributing a trained staff could assist in coordinating the efforts of different communities.<sup>7</sup>

### THE CHOICE OF OCCUPATIONS FOR LOCAL STUDY

In the case of occupations of special local importance to young workers, of which no adequate studies have been made that can be adapted to the local situation, it will be necessary for the community to make its own study. Whether an occupation or industry is of real importance for study depends primarily on its numerical importance in the community as either a child-employing or an adult-employing occupation, or its special inducements to the boy or girl entering it with adequate training. Industries in which unusually large numbers of children of work-certificate age find employment should be among those first selected for study, if only to prove to the boy or girl thinking of leaving school to enter them how little opportunity most of them offer. Industries and occupations leading in adult employment, even if they have few openings for children of school age, should be studied to demonstrate what entrance into such industries or occupations offers and what qualifications and preparation are needed to achieve success in them. The skilled trades and business and professional occupations should be studied to indicate to the boy or girl who is inclined to drift into work requiring no technical preparation the value of adequate vocational training, as well as to furnish placement workers, counselors, and others giving guidance with information on the qualifications and training needed for these occupations.

No uniform basis of selection has been followed by vocational-guidance agencies in making occupational studies. Most of the occupations selected for study in the earlier vocational-education surveys were skilled trades and commercial occupations, because the object of these studies was primarily to ascertain the community's needs in vocational education. The occupations studied by vocational-guidance departments usually cover a wider range, including, in addition, both professions and industries whose workers are chiefly semiskilled or unskilled laborers. The studies of the Boston Vocation Bureau, made when almost no printed information on occupations was available, were planned to include ultimately all important occupations—important, that is, from the point of view of adult employment. The first pamphlets issued by this bureau (see p. 83) included reports on selected professions, skilled trades, business employment, and two industries of local importance. The trade studies of the vocational-guidance bureau of the Chicago public schools have thus far (except for a study of the nursing profession) included only certain skilled trades, though a series of brief leaflets prepared for students covers a much wider group of occupations, chiefly in the field of business and the professions. The occupational studies made

<sup>7</sup> For a discussion of the need for coordinating occupational studies and an outline of a plan to establish coordination see "The need for clearing information on occupational studies and possible ways of organizing a clearance service," by Frederick J. Allen, in the *Vocational Guidance Magazine*, Vol. III, No. 7 (April, 1925), pp. 235-238.



in Philadelphia include studies of a number of skilled trades, of one professional or technical occupation (that of librarian), and of the paper-box industry.

### ESSENTIAL POINTS IN THE STUDY OF AN OCCUPATION

The following points may be considered essential in a study of occupations or industries for vocational-guidance purposes:

1. Importance of the occupation (number employed, principal centers, brief history of development and prospects for the future, the contribution of the occupation to the public welfare, etc.).
2. Sex, age, race, and nationality of workers.
3. Organization of the industry and description of processes or operations involved.
4. Economic and working conditions of the occupation:
  - (1) Kinds and location of shops, working and sanitary conditions, health and accident hazards.
  - (2) Rates of pay and earnings.
  - (3) Seasonal variations.
  - (4) Demand for workers and methods of obtaining them.
  - (5) Trade and labor organizations.
5. Qualifications and preparation required.
6. Opportunities to learn the occupation:
  - (1) Outside the industry.
  - (2) Through training within the industry.
7. Opportunities for promotion within the occupation.
8. Advantages and disadvantages of the occupation.

Some information on each of these points has been obtained in most of the occupational studies that have been made as part of a vocational-guidance program. The amount of detail and the emphasis on different points vary considerably.

### WHO SHALL MAKE THE OCCUPATIONAL SURVEY?

In spite of a quite general recognition of the value in a vocational-guidance program of making industrial and occupational studies the occupational survey conducted in connection with vocational-guidance programs unfortunately has often been made under conditions that rendered the information of little value. Many of these surveys have not been conducted or even directed by properly qualified investigators, the aim is often confused, the scope ill defined, and the information obtained too fragmentary and superficial for effective use in guidance. In many places, as the replies to the Children's Bureau questionnaire showed, the only occupational studies are those made by teachers or even pupils or other equally untrained investigators. It is undoubtedly valuable for both teachers and pupils to have the benefit of some first-hand knowledge of the industries of the community and of the kinds and conditions of employment, but such investigations can not provide the sort of information that is necessary for adequate guidance or placement. Moreover, in such cities there is seldom any attempt to coordinate the work of various groups of relatively untrained persons making occupational studies, and even where there is, the lack of time makes for hurried and ill-considered surveys, and the lack of technical

knowledge as to both the subject matter and the planning and carrying out of such surveys and often also an incomplete understanding of what facts the survey should bring out cause the results to be of little value to others than those who have had the opportunity to participate in them. Although some teachers of vocational-information classes may have the necessary background to make adequate occupational surveys, most of them are teachers of civics or history with no special training in the field of occupational research and so are no better equipped for the purpose than the teachers of other regular subjects.

Where a school-counseling or a junior-placement program has been established, the machinery exists for assembling more adequate occupational information. The properly qualified placement officer especially, because of his intimate first-hand knowledge of the industries of the community and its young wage earners, is far better equipped for the study of vocations than is the teacher. All placement workers, if their duties are properly fulfilled, must visit places of employment. Although their principal objects are to obtain information on specific openings for junior workers and on the conditions of work in the establishments where the openings exist and to bring the services of the placement bureau to the attention of the employer, they can take advantage of the opportunity to obtain more information, both general and detailed, on the kinds of occupations in the industries visited than would be required for these purposes alone. It is one of the counselor's duties, also, to obtain for use in her own work information on the industries and occupations of the community by means of visits to places of employment. (See pp. 37-38.)

Although information collected by counselors and placement workers is exceedingly valuable, for a number of reasons it is not possible to depend upon it alone to furnish such detailed information on the employment opportunities of each industrial or occupational group in the community as is needed. Placement workers must devote the greater part of their time to placement, and such time as they have for visits to inquirers must depend on the amount that the more urgent claims of their office duties permit. In the time allowed for such visits they often can not do more than obtain the information essential for the purposes of the placement office alone and make the necessary contacts with the employment manager or other supervising officials. Moreover, the placement officer can rarely manage to visit within a reasonable time, unless he is given time off from his placement duties, a large enough number of establishments in any one industry to obtain material for an analysis of the employment opportunities in that industry as a whole. Nor does every placement officer, however well fitted for his own line of work, have the preparation or the personal qualifications for successful research. The use of counselors in occupational research is subject to the same objections as apply to placement workers, and to an even greater degree. It is not necessary for the counselor for the purposes of his own job to devote as much time to visiting places of employment as it is for the placement worker, nor is it in any way as important a part of his duties. Moreover, the experience of the counselor is less likely than that of the placement worker to qualify him for occupational research; many counselors are teachers, the majority of whom devote



only a part of their time—in some cases a very small part—to their counseling duties. Even in the few places where full-time counselors have been appointed the chief demand upon them in most schools is for educational rather than vocational guidance, and quite properly so, and there is, therefore, less occasion for them than for the placement worker to familiarize themselves with conditions of employment in local businesses and industry.

The most valuable vocational surveys for vocational-guidance purposes are those that have been made—or at least planned, supervised, and analyzed—by persons especially trained in research in this field, either by a large staff of experts employed for a relatively brief period, as in the vocational-education surveys of the National Society for the Promotion of Industrial Education and the Cleveland Foundation, or by members of the permanent staff of a local vocational-guidance department.

Although studies of the former type have been undertaken primarily to obtain data upon which to base a program of vocational education, they have been of considerable value to the vocational-guidance movement also, not only in furnishing vocational-guidance workers with far more reliable, comprehensive, and detailed information on industries and occupations than had previously been available, or than could usually be obtained by the limited research facilities of vocational-guidance agencies, but also in furnishing models and indicating methods for the study of occupations that have been influential in determining the scope and raising the standards of succeeding studies and surveys. (See footnote 4, p. 75.)

A permanent staff of one or more persons to make studies of occupations has been a direct result and part of the vocational-guidance program in the few cities in which it has been attempted. Of the cities included in the present study, four have developed the study of occupations as part of the vocational-guidance program; in three—Chicago, Cincinnati, and Philadelphia—as an active function of the public-school department responsible for vocational-guidance and placement. In Boston, where the making of occupational studies by a local full-time expert was first undertaken (see pp. 83-84) the work has never been taken over by the vocational-guidance department of the public schools, but, as a part of the work of the Boston Vocation Bureau, was transferred to the bureau of vocational guidance of Harvard University. Although this bureau does not specialize in the study of local industries and occupations, as did the Boston Vocation Bureau in its early days, it has continued to compile and disseminate material on occupations and the study of occupations that is used throughout the country. In each of these four cities care has been taken to appoint for the work persons specially trained in methods of occupational research and persons whose education and previous experience have given them a knowledge of industrial organization and a wide acquaintance with its literature.

#### METHOD OF STUDY

Interviews with employers and with workers, observation of the places and conditions of employment and of processes and operations, and consultation with representatives of organized trade and employing groups are the generally recognized methods of making



occupational surveys. Where others than trained research workers have made the studies, the value of the information has frequently been impaired not only by the lack of background and training in research which has been noted, but also by lack of a properly planned outline for the inquiry. Even where a formal outline including questions on all the most essential points has been prepared for the use of investigators, the questions have not always been phrased in such a way as to bring out the sort of information that is most pertinent to the purpose of the inquiry. Questions even on such points as the conditions of work, the wages, and the advantages and disadvantages of an occupation, if not framed by persons who are thoroughly informed as to the factors involved and who are familiar with the technique of research of this type may be entirely unproductive of the desired results. Data on wage rates for instance are of little importance if annual earnings and seasonal variations in the trade are not ascertained. Information on the advantages and disadvantages of a trade amounts to little if facts as to future as well as present opportunities are not collected, and if certain factors in the organization of the industry or the occupational group as a whole have been ignored. Where an organized program of occupational research has been developed, great care has been given to the framing of the outlines and schedules used in collecting the information and in the revision of the outlines from time to time on the basis of the results shown by completed studies.

In several cities placement workers, counselors, and others in the vocational-guidance departments who have occasion to visit establishments in connection with their regular duties are required to obtain on a uniform schedule a certain amount of additional information on each establishment, for use in connection with occupational studies. Although forms used for this purpose (for samples see reproductions, pp. 96, 138, 252, 308) can not contain the detail necessary to a thorough occupational study, they may at least, in addition to such facts regarding the operations involved in the occupations open to minors and the qualifications required of applicants as are needed for the purposes of the particular worker who visits the establishment, provide for a few general items on such matters as the kinds of occupations carried on in the plant; the number, sex, and approximate age of the workers in each occupation and the wages paid; the hours of labor in different occupations; the seasonal demands of the establishment; sanitation and safety measures; the method of procuring workers, both inside the plant through a personnel department or similar provision and outside through the use of public or private employment agencies; the provisions for training workers within the plant and opportunities for promotion; and the attitude of the management toward the employment of juniors.

Data obtained in connection with certificate issuance and placement have been used also to some extent to supplement other information on industries and occupations in cities where attention has been given the development of occupational studies. Much more use of such material could be made. It can be analyzed to show, for example, the occupations open to children of different ages in an

industry, the seasonality or steadiness of the work, the amount of school training demanded, the range of pay, and possibly the physical effects of the occupation.

### FORM OF REPORT

Although the occupational study should be made if possible by persons experienced in industrial and economic research, presentation of the results should not be limited to technical reports, but should also include a variety of simple and popular forms to meet the needs of the different groups who are to use the information. In practice, reports embodying the results of occupational surveys do differ greatly in form, content, and method of treatment. The difference in treatment is due partly to the fact that the reports are intended to reach different audiences and to serve different purposes, but some of the variations may be attributed to different conceptions of the scope and form of such publications, and to the difference in training and equipment of the investigator. Some degree of standardization, at least as to the topics treated in publications intended for similar audiences, is being achieved in the series of studies issued by vocational-guidance agencies which have specially qualified research workers making occupational studies, but in general it may be said that the occupational report is in the experimental stage, and no general agreement as to the best form in which occupational material should be presented has been reached even among experts in the field.

The tendency appears to be to develop two types of publications embodying occupational information—one, leaflets usually of fewer than 10 printed or mimeographed pages for the use primarily of school children and children applying for work permits or placement, and their parents; the other, detailed publications, some of which are elaborately illustrated pamphlets of 100 or more pages, primarily for placement workers, counselors, and teachers of vocational-information courses. Even in this respect, however, there is no absolute uniformity, for in some places brief pamphlets are issued for the use primarily of placement workers and counselors, and longer publications are especially designated as for the use of school children. If the pamphlet prepared for school children is to be used in a course in occupations it will necessarily differ from one that is intended for general distribution among school children, for although in either case the material should be so simply presented as to be understood readily by children it should be more detailed when intended for use in a special course, and, like any textbook, it may contain exercises, outlines, etc., for classroom use.

Examples of the first type are the "Start Training Now" series of the Chicago vocational-guidance bureau, a set of 25 four-page leaflets, and the bulletins called "Vocations for Rochester Boys and Girls," of 3 to 7 pages, issued by the Rochester Department of Public Instruction. Examples of the second type are the "bulletin series" of the White-Williams Foundation of Philadelphia, the "occupational studies" of the Chicago vocational-guidance bureau, and the "vocational pamphlets" of the Cincinnati vocation bureau. (See pp. 251, 175, 214.)



Except the Philadelphia series the more detailed bulletins are intended also for students, as is indicated in the forewords to the individual pamphlets. The Chicago vocational pamphlets, for example, are intended for the use of vocational advisers in the schools, placement workers, teachers of vocational-information classes, and students considering entering the field of work to which the pamphlet relates. The introductory bulletin of the Cincinnati series says that "the primary purpose of these pamphlets is to furnish teachers information and material for their use in discussing with their classes the different ways in which people earn a living." Although they are the longest and most detailed of all of the bulletins issued by vocational-guidance agencies they are written in a style intended to interest young readers so that they may be used in the classroom. The Philadelphia publications include two series, but both are planned primarily for the use of vocational counselors and teachers, and no attempt is made in either to adapt the style to students. The distinction between these two series is rather that one, a series of monographs, consists of brief reference leaflets, summing up outstanding facts that the vocational-guidance worker or teacher should know, and the other, a series of longer bulletins, consists of comprehensive and detailed studies containing all the facts about an occupation that would be significant in a vocational-guidance program.

### USE OF STUDIES OF OCCUPATIONS

The final test of the value for vocational-guidance purposes of a study of an occupation or an industry is the extent to which it is used and the way in which it meets the needs of vocational-guidance workers. Studies of this kind are so new and their possibilities so undeveloped that it would be unfair at this time, even if it were possible, to apply this criterion in judging their worth. But the importance of checking up from time to time on the use of reports on occupations and industries should not be lost sight of. Measures should first be taken to insure as wide distribution of a report as possible among all the different groups for whom it is intended. But more than this, both the facts presented and the method of presentation should be subjected to frequent criticism from many sources with a view to determining whether or not they fulfill the requirements of the various groups to be served.

In several places where occupational studies have been made by a local vocational-guidance agency, periodical meetings called by the agency, at which occupations and kindred subjects are discussed, assist in introducing the reports to teachers, counselors, and others who should be familiar with them, help arouse these different types of workers to the importance and interest of the study of occupations and provide the occasion for indicating ways in which reports can be used to advantage with pupils and parents. Such a procedure besides effecting a wider use of the material also has the advantage of giving the agency making the study an idea of the reaction of each group to both the material and the form of studies that are made, and of providing practical criticism and suggestions on which to base improvements in future studies and reports.



## PART II

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### BOSTON

#### HISTORY OF THE VOCATIONAL-GUIDANCE MOVEMENT

##### THE VOCATION BUREAU OF BOSTON

A movement which was destined to exert considerable influence on the development of vocational guidance in a number of cities in the United States originated in an attempt at Civic Service House, in the North End of Boston, to give vocational advice to young men and women in the neighborhood. The movement was first organized as the Vocation Bureau of Boston in March, 1908, under the direction of Prof. Frank Parsons, one of the settlement workers. A year later, as a direct result of the work at Civic Service House, offices were opened in the central part of the city. After the death of Professor Parsons in the latter part of 1908 the bureau was placed under the direction of Meyer Bloomfield, head worker of Civic Service House, under whose general supervision the earlier work had been developed.

The chief activity of the bureau during its early years was co-operation with the school officials of Boston in developing a vocational-guidance service for public-school pupils. (See p. 85.) Although its subsequent activities were not so closely related to the work of the Boston schools as those of its first four years, the principal work of the bureau for some time consisted of supplying school systems with the information needed in their vocational-guidance programs.

Beginning in June, 1910, a full-time investigator was employed by the bureau to study occupations open to boys and young men. Three months was the minimum time devoted to the study of any one occupation, and for some studies a much longer period was necessary. The bureau consulted from 50 to 100 persons in regard to each occupation—employers, superintendents, foremen, workers (in their homes as well as in their places of work), union officials, social workers, instructors, and other authorities. It aimed to present simply and accurately the facts as to professions and trades; business, homemaking, governmental callings; and new vocations for both men and women. During the first three years in which the vocational studies were made nine occupations or occupational groups were investigated and the following pamphlets were published:<sup>1</sup> *The Baker*; *Confectionery Manufacture*; *The Architect*; *The Landscape Architect*; *The Machinist*; *The Grocer*; *The Department Store and Its*

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<sup>1</sup> For an outline of the plan followed in these investigations see Meyer Bloomfield's "Youth, School, and Vocation," pp. 40-44, and for selected quotations illustrating the general method of treatment, pp. 65-83 (Boston, 1915).

Opportunities for Boys and Young Men; Banking; The Law as a Vocation; The Shoe Industry.<sup>2</sup>

Beginning in the summer of 1911 a series of training courses for vocational counselors and others professionally interested in the field of vocational guidance were given by the director of the Vocation Bureau of Boston, first at the Harvard University Summer School, and later at the University of California, Indiana University, the State normal school at Greeley, Colo., and Columbia University. In the winters of 1912 and of 1913 he gave a course of afternoon lectures and conferences in Boston, to which school superintendents of a number of neighboring cities sent selected teachers from their schools. In 1914 this course was transferred to Boston University.

In addition to acting in an advisory capacity and as a research and training agency in connection with the vocational-guidance program of the Boston public schools, the bureau served also as a clearing house for vocational-guidance information and literature. It conferred and corresponded with individuals and agencies in various parts of the United States and foreign countries, including persons desiring guidance for themselves and those desiring information and advice on the advisability and means of developing vocational-guidance activities in their communities. It undertook to supply books, pamphlets, reports, press and magazine clippings, manuscripts, and other reference material to teachers, parents, investigators, students, and others calling for information, suggestions, and help.<sup>3</sup> Personal counseling, one of the principal activities of the bureau in its early days, gradually became less important. As a result of the activities of the bureau the first National Vocational-Guidance Conference (the forerunner of the National Vocational-Guidance Association) was held in Boston in 1910, under the joint auspices of the bureau and the Boston Chamber of Commerce.

In the fall of 1917 the bureau was transferred to Harvard University, becoming the bureau of vocational guidance under the division of education. With the creation of the graduate school of education at the university in 1920, the bureau of vocational guidance became a department of this school. At present the activities of the bureau consist in training vocational counselors, teachers giving courses in occupations, and others through courses in the graduate and summer schools; conducting research and preparing publications on occupations; providing information on vocational-guidance activities in different parts of the country; assisting school departments of various cities in establishing vocational-guidance programs; and editing and publishing the Vocational-Guidance Magazine, the organ of the National Vocational-Guidance Association.

<sup>2</sup> Under an agreement with the public schools the Girls' Trade Education League undertook 15 somewhat similar studies of occupations open to girls. The league published also a "Survey of Occupations Open to the Girl of Fourteen to Sixteen Years of Age." (See Meyer Bloomfield's "Readings in Vocational Guidance," p. 571-601. Boston, 1915.) The Women's Municipal League of Boston, cooperating in 1909 with a number of college the university students, also made and published (1913) a survey, "Opportunities for Vocational Training in Boston."

<sup>3</sup> For an analysis of the principal activities of the Vocation Bureau of Boston before its transfer to Harvard University, see John M. Brewer's "The Vocational-Guidance Movement" (New York, 1918), pp. 22-32.



## DEVELOPMENT OF THE VOCATIONAL-GUIDANCE PROGRAM IN THE PUBLIC SCHOOLS

As early as 1909 the annual reports of the superintendents of the Boston public schools gave evidence of a growing recognition by the school system of the need and importance of developing adequate vocational-guidance facilities for school children. In the spring of 1909 the school committee asked the vocation bureau to submit a plan for vocational guidance in the schools. The bureau proposed and the school committee approved a program of vocational counseling to be worked out jointly by the director of the bureau and a conference of school principals and teachers. The superintendent of schools appointed a "committee on vocational direction," consisting of six assistant principals, three of whom became principals within a year, to work out the program in detail in cooperation with the bureau. The interest and cooperation of teachers were enlisted through mass meetings, through conferences with high-school principals, and through the appointment of school counselors. The principal of each high school and of each of the elementary schools except one appointed a vocational counselor or a committee of counselors from the teachers—approximately 100 in all. They were given no extra time nor compensation for their vocational-guidance work.

During the first year the committee confined its efforts chiefly to pupils of the highest elementary grade. The various high schools were left to work out their own plans, though a counselor was appointed in each of them, and conferences between members of the committee and high-school principals were held; and the committee reported that during the year much valuable work had been accomplished in all the high schools on the initiative of the principals and teachers.

As an aid in developing a program for counseling pupils graduating from the elementary schools the principals of the special high schools were requested by the committee on vocational direction to meet the vocational counselors of the city and describe to them in detail the aims and curricula of these schools. One of the special services rendered by the elementary-school counselors in this first year was the selection of pupils best fitted to enter two of the popular specialized high schools, which did not have accommodations for all who desired to enroll.<sup>4</sup>

In addition to the appointment of the counselors, vocational-guidance activities carried on in the schools during this year consisted in the filling in of "vocational-record cards" by pupils in the eighth grade and the giving of vocational-guidance talks to pupils in both the elementary and high schools. Many of these addresses were made by persons engaged in the business or industry described. Although the development of a program for the placement of pupils leaving school and their supervision after placement were regarded by the committee as forming two of the three principal aims of their first year's work, the adequate development of such a program, it was

<sup>4</sup> Brooks, Stratton D.: "Vocational Guidance in the Boston Schools, an address delivered at the First National Conference on Vocational Guidance, Boston, November, 1910." Bloomfield, Meyer: Readings in Vocational Guidance, pp. 87-88. Boston, 1915.



felt, would not be possible without the establishment of a central information and follow-up service.

In regard to this service the committee stated at the end of its first year's work that "until some central bureau of information for pupils regarding trade and mercantile opportunities is established and some effective system of sympathetically following up pupils, for a longer or a shorter period after leaving school, is organized in our schools as centers, the effort to advise and direct merely will largely fail."<sup>5</sup>

The recommendations of the committee with respect to the development of the counseling program stressed in the following words the need of providing teachers, parents, and pupils with vocational information and the necessity of training vocational counselors:

Pupils should have detailed information in the form of inexpensive handbooks regarding the various callings and how to get into them, wages, permanence of employment, chance of promotion, etc. Teachers must have a broader outlook upon industrial opportunities for boys and girls. Even those teachers who know their pupils well generally have little acquaintance with industrial conditions. The majority can advise fairly well how to prepare for a profession, while few can tell a boy how to get into a trade, or what the opportunities therein are. In this respect our teachers will need to be more broadly informed regarding social, industrial, and economic problems.<sup>6</sup>

In the Girls' Trade School (see p. 106), a full-time vocational assistant<sup>7</sup> was appointed in 1910, whose duties included investigating conditions in the trades taught by the school in order that courses might be adapted to the needs of the trades and that accurate and up-to-date information on occupations and conditions of work could be furnished pupils and their parents. The vocational assistant was also given the responsibility of obtaining positions for graduates of the school and of keeping in touch with them in order to encourage and advise them in their work. A vocational assistant with similar duties was appointed to the High School of Practical Arts, a technical high school for girls, in March, 1911. In the High School of Commerce the school committee had appointed a man in the spring of 1909 to obtain summer employment for pupils, primarily to give them business experience and an acquaintance with actual working conditions.

Because of the large number of specialized secondary schools in the Boston public-school system (see p. 105), a particular effort was made from these first years of the interest in a public-school vocational-guidance program to explain to pupils graduating from the elementary schools what the various high schools had to offer. In 1912 the school committee devoted practically its entire annual report to an illustrated description of the Boston public schools and what they offered from the vocational point of view, addressed to the parents and school children of Boston. It also published from time to time brief pamphlets describing the courses given in each of the high schools of the city.

In 1912 the school committee at the suggestion of the Vocation Bureau of Boston selected three school counselors to make an in-

<sup>5</sup> Bloomfield, Meyer: "Youth, School, and Vocation," p. 36.

<sup>6</sup> Ibid., pp. 37-38.

<sup>7</sup> According to a ruling of the Boston school committee, one vocational assistant was, and still is, required for every 100 girls in the school.

vestigation of conditions in the schools as a basis for more effective work in vocational guidance, and as a result of their recommendations early in 1913 it voted to establish a vocational-information department. The purposes of this department were outlined as follows:

1. To gather vocational information.
2. To select teachers and others and train them to act as counselors of pupils, and through them to distribute educational and vocational information to pupils and parents.
3. To stimulate the home to make a general selection of life work by pupils of high-school age so that they may enter an appropriate high school.
4. To follow up the student through high school and see that he adjusts himself, or, if a misfit, readjusts himself in some other course.
5. When the child must go to work to see that he chooses intelligently and has such assistance as he needs in finding suitable employment.
6. To follow up the child who goes to work and to see that he adjusts himself, or, if a misfit, readjusts himself in some other employment until he gets started in work for which he is adapted and work which has a future.
7. To study the social and industrial histories of young working children.<sup>8</sup>

The vocational assistant of one of the technical high schools was appointed part-time director of the department. The most important work of the new department was the reorganization of the school counseling program. Up to this time there had been no systematic basis on which counselors were chosen; individual schools had few or many, according to the interest in counseling taken by the principal and the teaching staff. According to the new system, each school building had two counselors, one for the pupils of the graduating class, the other for children withdrawing from school. Although the counselors were given no extra time for the work, regular office hours were established during periods when the teachers acting as counselors had no regular class. Monthly meetings for counselors were organized, and suggested programs of work were provided. The material on occupational and educational opportunities prepared by the Vocation Bureau of Boston, the Girls' Trade Education League, the Women's Municipal League, and other agencies, and other literature on vocational-guidance subjects, was placed at their disposal.

In his report for 1913 the superintendent of schools made the following suggestions for the "next steps in vocational counsel":

1. Employ a director on full time instead of a person on the present part-time arrangement.
2. Employ an assistant to work exclusively in the evening schools.
3. With the help of the counselors, prepare a definite course of study giving vocational information for the use of the eighth grade.
4. Provide more vocational counselors in all high schools, whose duty shall be to see that all students who are poorly adjusted or failing, or who need advice in any way are properly assisted. Ask each high school to make a report annually on what it has done in looking after students in this way.
5. Provide that all teachers who are employed in the compulsory continuation schools receive the training suitable for a vocational counselor and follow-up worker. These teachers should be allowed time on their program to visit the children in their places of employment, to discuss their needs with their employers, and to do other follow-up work.

<sup>8</sup> Annual Report of the Superintendent, pp. 146-147. School Document No. 10, 1913, Boston Public Schools. Boston, 1913.



6. Place in the employment-certificate office a person to assign children to continuation schools, who shall be subordinate to the director of vocational counsel.<sup>10</sup>

Enlarging upon the last item listed, the superintendent said:

This person must have information from the home, school, and shop, must be in close touch with the school counselors in the elementary and high schools, and must have a better knowledge than any other person of the character of counseling done in the schools. As the children change their places of work and come for recertification this person will get an insight into the follow-up work of the continuation-school teacher.

It would appear, therefore, that this would be the pivotal point about which the vocational counsel and follow-up work would naturally revolve. The person in charge should be in the vocational-information department and should be a thoroughly competent person.<sup>11</sup>

In the fall of 1913 a full-time director of the department of vocational information was appointed.

### THE BOSTON PLACEMENT BUREAU

In 1912 the public schools began cooperating with a privately supported placement bureau which had been established for the purpose of finding employment for children leaving school. This agency, later known as the Boston Placement Bureau, had had its beginning in an experimental placement program in five Roxbury school districts conducted in the spring of 1912 by the Women's Municipal League and the Girls' Trade Education League in co-operation with the Children's Welfare League of Roxbury.<sup>12</sup>

The Boston school committee furnished the placement office with the names of all children graduating in June of that year from five selected grammar schools in Roxbury and gave it office room in one of these school buildings.

At the completion of the experiment the Boston school committee approved the continuation and enlargement of the work of the Roxbury Placement Bureau and gave it the use of a room in the Roxbury High School. The Women's Municipal League and the Girls' Trade Education League agreed to share expenses. The latter also gave the services of its trained investigator to study the opportunities for employment in Roxbury and to visit all employers who applied to the bureau for workers, either girls or women, and the Women's Municipal League gave some assistance in preliminary investigations of occupations open to boys and girls in various industries and business establishments. (See p. 84.)

The report of the first year's work of the bureau (May 20, 1912-June 30, 1913) contains the following statement of its aims and methods:

<sup>10</sup> Annual Report of the Superintendent, p. 155. School Document No. 10, 1913, Boston Public Schools, Boston, 1913.

<sup>11</sup> *Ibid.*, pp. 154, 155.

<sup>12</sup> The Children's Welfare League of Roxbury was organized by the Massachusetts Society for the Prevention of Cruelty to Children to carry out constructive measures for the prevention of juvenile delinquency. As one remedy for gang life among the boys of Roxbury, the chairman of the committee on education and employment of the league, who was also a member of the special advisory committee on vocational guidance appointed by the Boston school committee, proposed organized effort to find employment for boys as soon as they left school. (See p. 85.) On Mar. 11, 1912, the committee voted to establish a local labor exchange for children leaving school.

The first effort of the secretaries has been to avoid placing at all, endeavoring in every instance to urge or help the child back to school, when practicable, by part-time work or by securing scholarships through private agencies. When placement has been found unavoidable no attempt has been made to prophesy the exact place of any given child in industry, merely to find for him that type of work for which he seemed best fitted—for the child of obvious mechanical bent, some form of constructive work; for the clerical type, clerical employment; for the potential salesman, salesmanship.

The function of the placement bureau is to be sharply distinguished from that of the employment agency. It could not fill "rush orders" either for employers or employees, since the aim of its secretaries must be to place permanently and well, so that it can watch the development of its boys and girls into contented and efficient working men and women.

But mere placement has not been considered the most important function of the bureau. The real test of the judgment, discrimination, and insight on the part of the placement secretaries has been found in the permanency and mutual satisfaction of the relation between the employer and employee. And this has been secured only by the most careful and conscientious aftercare. The follow-up work has been considered as essential a part of the bureau's work as that of placement itself. This follow-up work has been conceived of as being twofold: (1) Keeping track of each child in his work, and (2) bringing him in touch with educational and recreational centers. \* \* \*

It has sought to keep alive the old connection between the child and its school, as well as to make new relations between the child and congenial employment, thus helping to link together in a continuous chain the day, evening and continuation schools, the evening centers, the public library, and the employer. It has endeavored to become an integral part of the plan being slowly [evolved] of keeping in touch with, and guiding when necessary, the child between 14 and 21, in which movement the department of vocational information, the continuation school, and the evening centers are all joint sharers.<sup>13</sup>

In May, 1913, the bureau had obtained permission from the school committee to cooperate with the principals and vocational counselors of all the schools of Boston; that is, to make its activities city-wide. Office space was given in one of the buildings occupied by the administrative departments of the school system. The number of placement secretaries employed was raised from 2, in May, to 12, in July, 1913. When the compulsory continuation school was established in September, 1914,<sup>14</sup> the staff of the continuation school undertook follow-up work for employed children, and the number of placement secretaries was reduced to 5—2 for the elementary schools, 2 for the high schools, and 1 whose time was devoted to making contacts with business houses and investigating openings for employment.

The relationship between the Boston Placement Bureau and the schools was strengthened by the appointment, on a part-time basis, of the director of the bureau, first, in the fall of 1914, as director of vocational counselors and head of the division of assignment and records of the continuation school, and later, in the spring of 1915, as acting director, and in 1916 as director, of a newly created department of vocational guidance of the public schools. In 1917 the entire staff and activities of the bureau were taken over by the school committee, and its history was merged with that of the vocational-guidance activities of the Boston public-school system.

<sup>13</sup> Annual Report of the Superintendent, pp. 152, 153, 154. School Document No. 10, 1913, Boston Public Schools. Boston, 1913.

<sup>14</sup> Massachusetts, Acts of 1913, ch. 805.



## ORGANIZATION AND ACTIVITIES OF THE VOCATIONAL- GUIDANCE DEPARTMENT <sup>14a</sup>

### ORGANIZATION

The vocational-guidance department of the Boston public schools is at present responsible for the following activities:

1. Promoting the school counseling program through—
  - a. Informational and advisory service to the counselors appointed in each high and elementary school.
  - b. Counseling by members of the department staff.
2. Placement.
3. Following up and supervising all persons registered with the department.
4. Collecting data on industrial and business openings, educational opportunities, etc., and tabulating the results of follow-up studies.

Issuance of employment certificates, enforcement of the compulsory school attendance law, and mental measurement of school children, one or more of which activities in many other cities are closely affiliated with the vocational-guidance program, are in Boston the responsibility of entirely separate departments. Neither is the department solely responsible for the placement of all public-school children. Children under 16 years of age who are attending continuation school are usually cared for by a placement office conducted by the continuation school, though they may be referred to the vocational-guidance department. Graduates of trade schools and of some of the special secondary schools also are usually cared for by their respective schools, which maintain their own placement machinery. However, the fact that the department continues to function during the summer, when schools are closed, puts it in a position to care, at that time at least, for pupils from all schools.

The office of the department is in the public-school administration building, in a central business section of the city. Here are all the administrative offices of the school system except the certificate-issuing office, which is in the boys' continuation school building, several blocks away.

The staff consists of the director, 10 counselors—3 men known as vocational instructors and 7 women known as vocational assistants—and 2 clerks. Of the vocational instructors, one is assigned to high-school graduates; a second to elementary-school pupils, high-school "drop outs," and pupils seeking after-school, Saturday, and vacation employment, the object of which is to aid pupils to remain in school; and the third to pupils of the Boston Trade School and the Mechanic Arts High School. The seven vocational assistants have the following assignments, respectively: (1) High-school graduates with working experience; (2) recent high-school graduates; (3) elementary-school pupils and high-school "drop outs"; (4) pupils desiring after-school, Saturday, and vacation employment; (5) an intermediate school in a foreign quarter; (6) follow-up work incidental to the preparation of reports to school principals, and special industrial problems; and (7) research studies and statistical work. In addition to these special assignments each member of the staff makes

<sup>14a</sup> For the school year 1923-24, unless otherwise indicated.

follow-up visits to homes and industries and assists in industrial investigations.

A special examination is required for the certificate of vocational instructor and of vocational assistant, and candidates must be graduates of an approved college or university or of an institution of similar grade, and must have had three years' experience in teaching; or they must be graduates of an approved high school and normal school and have had five years' teaching experience. In either case a portion of the teaching experience must have been in a vocational school or in vocational work.<sup>14b</sup>

The director and five other members of the staff have had experience as teachers in the Boston schools. The director before her work as assistant director and later as director of the Boston Placement Bureau (see p. 89) was assistant principal in one of the Boston elementary schools cooperating with the original placement experiment in the Roxbury schools (see p. 88). Five members of the present staff have had experience in business. Five are college graduates who have had teaching experience and have done special work in investigation or in psychology. All members of the department have taken university courses related to guidance and placement.

The expenditures<sup>15</sup> of the department for the financial year, February 1, 1922, to January 31, 1923, were as follows:

Salaries-----	\$25,179.85
Office supplies and equipment-----	176.61
Postage-----	97.00
Telephone-----	311.74
Printing-----	74.15
Miscellaneous-----	187.56
Total-----	26,026.91

### SCHOOL COUNSELING

The staff of the vocational-guidance department gives educational and vocational counsel to all members of the graduating classes of the general high schools, of the Mechanic Arts High School, and of the Boston Trade School, to all pupils entering the Boston Trade School, to all seventh, eighth, and ninth grade pupils in one of the intermediate schools, and to all other elementary and high school pupils who request advice.

In addition to direct service of this kind, the department has general supervision over counselors in the individual schools, of whom there is one or more in each school, selected by the principal from the teaching staff. It calls meetings of school counselors and supplies them with summaries of child labor and school attendance laws, with bulletins describing the various high-school courses<sup>16</sup>, and with other printed matter prepared in the department. Members of the department staff hold weekly office hours throughout the school year in each of the general high schools to interview withdrawing pupils or

<sup>14b</sup> The Vocational Guidance Magazine, Vol. III, No. 1 (October, 1924), p. 14.

<sup>15</sup> Annual Report of the Business Agent for the Financial Year February 1, 1922, to January 31, 1923, p. 44. School Document No. 1, 1923, School Committee of the City of Boston. Boston, 1923.

<sup>16</sup> A Guide to the Choice of a Secondary School. School Document No. 3, 1924, Boston Public Schools. The most recent edition (1924) of this bulletin emphasizes the aim of the various high-school courses and directs the pupil to a consideration of reasons for selecting a particular course or school.



those considering withdrawing, to confer with the school counselors on special cases and problems, to address classes, and to handle other matters pertaining to vocational guidance.

In the elementary schools the counselor is expected to interview all pupils leaving school, with the object of dissuading them from withdrawing, if possible, and all pupils in the sixth or higher grades who are failing, in order to find the reason and to suggest a remedy. He explains to them the labor laws in reference to hours of employment, attendance at continuation school, etc., and is held responsible for filling out the record card (see p. 97) required by the placement office of the department when pupils wish employment or when the counselor desires the department to follow up a child. Some schools automatically send to the department a record for every child leaving school. In some schools the counselor, in others the teacher, confers with pupils in regard to their choice of high school. The bulletin, "A Guide to the Choice of a Secondary School," distributed to all eighth-grade pupils and taken home for parents to examine, is used as the basis of a discussion of the various secondary schools. A letter from the superintendent of schools to the child and his parents accompanies each bulletin. In addition to individual conferences between counselor or teacher and pupils and parents, parent-teacher meetings are held, and high-school representatives, the staff of the vocational-guidance department, and others give addresses on the value of an education and the importance of a careful choice of high school.

In an intermediate school attended chiefly by girls from foreign-born families one of the vocational assistants of the vocational-guidance department assigned to the school does intensive counseling. She teaches five classes in occupational information; holds regular office hours for individual interviews (often as many as 200 a month); makes home visits, especially in the case of pupils planning to withdraw from school, and places pupils desiring part-time employment, children leaving school, and former pupils returning for assistance in finding work. Every effort is made to keep pupils in school. The school counselor interviews all pupils planning to withdraw, whether or not they are under 16 years of age. The principal requires each pupil to have five cards satisfactorily filled out before she grants permission to leave—one, signed by the parent, requesting the girl's withdrawal; one filled out by the school counselor after an interview with the parent, showing family need for the girl's wages; a written promise of employment from the prospective employer; the school-record card; and the vocational-information card for the vocational-guidance department. Two weeks after each placement the school counselor visits the employing firm.

The course in occupations given in the seventh grade in this school consists of lessons on various kinds of workers with emphasis on each worker's contribution to each individual in the social body. In the eighth and ninth grades, respectively, the course is outlined as follows:<sup>16a</sup>

#### *Grade 8*

1. Study of industries of special community in which children live.
2. Study of high-school courses and the occupations to which they lead.

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<sup>16a</sup> The Vocational Guidance Magazine, Vol. III, No. 1 (October, 1924), p. 19 and p. 21.

3. Study in detail of a few definite occupations which will probably be the choices made by the girls.
4. Visits to and reports upon a few typical factories. (Emphasize limited work eighth-grade girls can do.)
5. Development of plays to illustrate good and bad ways of applying for work.

*Grade 9*

1. How an education helps a girl.
2. Review course of study offered by the high schools.
3. Work out plays illustrating different phases of vocational guidance.
4. Definite study of the many occupations bringing out work actually done.
5. A few visits to typical stores and offices.
6. How to discover interests and abilities.
7. How to be efficient in a chosen occupation.

The high-school counselors are in constant contact with the staff of the vocational-guidance department, a contact which is strengthened by the weekly office hour referred to on p. 91. A special effort is made by the department to find after-school, Saturday, and vacation employment for high-school boys and girls who would otherwise be obliged to leave school. In some of the secondary schools counselors are allotted some time from teaching for counseling duties, the amount of which varies with the school. Those giving specialized training and sending the largest proportion of their students directly into wage earning have especially well-developed counseling systems.

In the Girls' Trade School the counseling staff consists of a counselor in charge and three vocational assistants, each responsible for 100 girls. Each of these counselors teaches only half time. The counselor in the Boston Trade School is a member of the staff of the vocational-guidance department. He holds office hours four times a week, in the course of which he personally interviews each pupil in regard to his vocational plans, summer employment, etc. He also teaches classes in vocational civics and has charge of alumni activities. In both these schools the counselors give assistance in choosing courses, especially to first-year students. They give special attention to placement, which is considered an obligation of the school. Follow-up work and replacement are carefully done. The State requests and urges both types of work for five years for all pupils in courses receiving State aid. Part-time work is also found for students.

In commercial high schools little educational guidance is given except in group meetings, since the courses vary but little; the counselors in these schools devote most of their time to placing graduates, sending follow-up letters to alumni, and visiting employers. Both commercial and trade schools, though placing many of their graduates, refer to the placement bureau of the vocational-guidance department unplaced graduates and most of their pupils withdrawing before graduation.

The counselor in the Mechanic Arts High School is allowed no time from teaching for guidance. The vocational instructor of the staff of the vocational-guidance department assigned to the Boston Trade School gives part time to the Mechanic Arts High School, where he holds regular office hours and personally interviews each member of the graduating class and other pupils wishing advice.

The counselor in the High School of Practical Arts teaches only one class a week. The remainder of her time is given to advising and placing pupils. She interviews every first-year pupil in regard



to choice of course for the next year, when differentiation between courses is marked, and sends a letter to each girl's parents describing the courses offered and urging care in selecting a course. She checks up each pupil's choice with her class marks and refers cases in which the choice seems unwise to the principal, who advises further with the pupil and her parents. The teachers of trade classes and salesmanship assist the counselor in this school in placing pupils, especially for Christmas and vacation experience.

### PLACEMENT

Both the vocational-guidance department and the continuation school do organized junior placement work. The continuation school places only its own pupils, who are between the ages of 14 and 16. The vocational-guidance department assists in finding employment for all applicants who have attended Boston public schools (day, evening, or continuation) or the parochial schools of the city and have applied for registration within one year of leaving school. Members of the senior class of all general high schools and of the Mechanic Arts High School are interviewed by members of the staff of the vocational-guidance department and are registered before graduation. Whether they are going to work or are continuing their studies, their subsequent activities are made the subject of study by the department. (See p. 97.) Many withdrawals, also, both from high and from elementary schools, are referred to the department for placement by counselors, teachers, social workers, and others.

During 1923 the vocational-guidance department made 1,768 placements, 460 of which, as the following table shows, were for boys and 1,308 for girls. Eighty-three and five-tenths per cent of the 840 employers' requests for boys and 93.2 per cent of the 1,766 requests for girls were for workers over 16 years of age.

*Requests from employers received by the vocational-guidance department and placements by the department in 1923*

Kinds of employment	Requests from employers			Placements by the vocational-guidance department		
	Total	Boys	Girls	Total	Boys	Girls
Total .....	2,606	840	1,766	1,768	460	1,308
Manufacturing and mechanical occupations .....	338	173	165	219	121	98
Transportation .....	7	7	—	6	6	—
Trade .....	617	351	266	368	185	183
Professional service .....	63	44	19	43	27	16
Domestic and personal service .....	110	31	79	60	15	45
Clerical occupations .....	1,471	234	1,237	1,072	106	966

The personnel of the placement office has been described on page 90. Separate waiting rooms are provided for boys and girls. Although interviews are held in one large office the desks of the placement workers are so arranged that the registrants do not face each other and are far enough apart so that they can not overhear conversation carried on at other desks in the room. Arrangements can be made to handle special cases requiring a private conference

in private quarters outside the office. Two specially designed telephone booths, insuring privacy for telephone conversations, are in use.

The office is open the year round except on Sundays and legal holidays. The hours are from 9 a. m. to 5 p. m. daily, except on Saturdays when they are from 9 a. m. to 1 p. m. (12 o'clock in July and August). In addition evening office hours are held on the first Friday of each month from 5 to 8 p. m. for those desiring to ask advice or to report on their work. Applicants are interviewed in the forenoon and by appointment at other times; afternoons are spent in investigations, the solicitation of openings, and follow-up work. All employers' "orders" given over the telephone are received by a clerk, who distributes them among the staff according to the kind of worker desired. (See p. 90.) Each applicant is referred, also by a clerk, to the placement worker serving his or her educational group. Each case must receive the approval of the director before being considered closed.

The school-record card furnished by the department and presented by each applicant from the public schools and by a number of parochial-school applicants contains class marks, a record of school attendance and deportment, a description of general characteristics, physical and personal, and any comment on vocational aptitudes that the teacher or school counselor may note." A so-called "continuation" card carries a record of each contact of the department with a registrant and enables any member of the staff to handle intelligently any case at any time. In special cases mental-test records are consulted, home visits are made, and social data from all available sources are collected. A shorthand or a typewriting or other test is sometimes given.

Local educational opportunities are well known to the staff, and a file of material on schools, colleges, and other educational institutions likely to be of interest to the clientele is kept in the office. With the opening of schools in September an intensive evening-school "drive" is made to interest young persons at work in opportunities for advancement through further study. The courses given in the city are classified by subject, with the names of the schools offering them.

Most of the placement workers have had experience in business or industry, and the office has the benefit of the numerous studies which have been made of occupational openings for young persons in Boston. Openings are solicited for any group served, by all members of the staff in the course of their follow-up work. The director keeps in touch with employers through membership in civic and social-service organizations and by addresses to groups of employers on the work of the placement office, which also has an advisory committee representing business and industry, as well as educational affiliations. All new firms are investigated before placements are made, except that when the firm is recommended by some one known to the department the investigation is occasionally postponed until after the position has been filled. The form used in the investigation of firms is shown on page 96.

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<sup>17</sup> The information called for is practically the same as that entered on the registration card. (See reproduction on p. 97.)



FIRM CARD

Business..... Classification No. ....

KINDS OF WORK — FEMALE	Age		Wage		Rate		Posture	
	T.	P.	Ex.	Av.	Ex.	Av.	Sit	Stand.
Clerical								

[illegible]

EMPLOYEES: Shop: Male..... Female.....  
 Training..... Hours per week.....  
 Min. Age..... Other Qualifications.....  
 Pk-time..... Immigrants..... Physically Handicapped.....

BUILDING:	Type:	new	modern	old
WORKPLACE:	Light:	natural	artificial	bad
	Vent'n:	special	good	bad
	Space:	ample	crowded	Noise
	Dust:		Lunch Room	Rest Room

SEASON:	Busy	dull
CO-OPERATION:	active	probable
OPPORTUNITIES FOR ADVANCEMENT:	ex.	fair
OPPORTUNITIES FOR EXPERIENCE:	ex.	fair
		doubtful

[Actual size 8 by 5 inches]

Face of registration card used by the vocational-guidance department; Boston

1 2 3 4 5 6 7 8 9 10 11 12

Date..... School.....

NAME..... Address..... Floor.....

Sex..... Color..... Date of Birth..... Birthplace..... Years in U. S.....

PHYSICAL CHARACTERISTICS: Weight..... Height..... Neatness.....

Special physical defects.....

Remarks.....

SCHOOL RECORD: Date of leaving school..... Grade on leaving..... Teacher's name.....

Conduct..... Attendance..... Cause of absence..... Times tardy.....

Arithmetic..... English..... Geography..... Reading..... History..... Grammar..... Music..... Spelling.....

Drawing..... Manual training..... Sewing..... Cooking..... Penmanship..... Science..... Physical training..... Physiology.....

INTERMEDIATE SCHOOL SUBJECTS: Course.....

English..... History..... Foreign language..... Mathematics..... Science..... Clerical Arts..... Domestic Arts.....

Special talents.....

GENERAL CHARACTERISTICS: Reliability..... Initiative..... Accuracy..... Co-operation..... Appearance.....

Remarks.....

Has pupil indicated any interest which should assist in the selection of an occupation?.....

If so, what interest?..... Teacher..... What occupation?.....

Do you as { Vocational Counsellor } think this interest should be encouraged?..... Parents' preference for child's work?.....

Previous work record.....

PERSONAL RECORD CARD — DEPARTMENT OF VOCATIONAL GUIDANCE

372-A  
(2M-7-24-'19)

[Actual size 8 by 5 inches]





[The cards for boys and for girls differ only in color.]

(This side to be filled out by Vocational Assistant.)

### Reasons for leaving school (1) child's...

Clubs.....(2) parents' .....

### Future plans for (1) School..

## Recreation.

(2) Center...

Father's name...

Birthplace...

Business address...

**Mother's name...**

## Family trades

Birthplace...

Business address...

...Family trades..

diseases.....

1

Ages

Occupation

Sisters

Occupation

Remarks

(All information on this card is to be completed by the individual.)

*is to be considered strictly confidential and for the use of the Vocational Assistant only.)*

[Actual size 8 by 5 inches]

Special features of the placement work of the vocational-guidance department of the Boston public schools are its system of follow-up, record keeping, and summarizing of statistical data. In addition to the follow-up of all young persons who are placed by the department, which is accomplished by visits to employers and through the evening office hour to which registrants are invited for interview, special follow-up studies are made. Each year from six to nine months after graduation the department endeavors to get in touch with each graduate registered by sending out letters and questionnaires, by telephone calls, and by home visits. From the data accumulated a report is made up and sent to each school principal, giving him detailed information on each graduate, including the name of the school or college which the pupil is attending, the names of employers who have employed him, the nature of the occupations engaged in, and the wages or salaries received. Summaries are made up showing also the proportion of graduates of each school who are attending colleges and other schools and the proportion who are at work, taking evening-school courses, etc. It is believed that such information will be of benefit to individual schools in helping them to shape their courses of study. Among other special studies made are analyses of employers' calls, showing the demand for different kinds of work; and correlations of high-school and college courses with the vocational ambitions of students. Individual schools are encouraged to ask for data to assist them in solving school problems.

Records of registrants are filed alphabetically by the school last attended and in the case of high-school students are subdivided by the year of graduation or withdrawal. The kind of work desired is indicated on the registration card by fastening clips to the card in 1 or more of 10 spaces, the clips being of different colors to indicate whether the registrant is at school, is employed, desires change of work, etc. An alphabetical index of active and closed cases is kept showing the date of registration and the school last attended. Pertinent information about any individual received in the course of follow-up work is entered on the personal record card of the registrant. Cards recording the results of investigation of employing firms are classified according to the occupational classification used by the United States Census. Employers' "orders" are filed alphabetically by months. There is also a file, arranged alphabetically by firms, of "work records," which provide for the name of each young person known to be employed by the firm, whether placement has been made by the vocational-guidance department or by some other agency, the date of placement, the name of the placing agency, the wage, the date of leaving, and remarks. A case is closed only when a young person has been in one position at least two years, has been graduated from a higher institution or has withdrawn from one, or has reached the age of 21. In January, 1924, the department had in its files 12,274 active and 11,198 closed cases. Many cases have a follow-up history covering from three to five years and afford valuable information for study.



## THE USE OF MENTAL TESTS AS A FACTOR IN GUIDANCE

Mental testing in the schools is carried on by the school medical inspector especially appointed to the department of special schools and classes and by the department of educational measurement and research. The medical inspector gives individual psychological examinations to defectives and to children who show psychopathic tendencies or otherwise present behavior problems. The chief purpose of this testing is to select children for special rooms, though tests are sometimes given applicants for work permits who are over 14 years of age and are unable to progress in school. Children are referred for examination by school teachers and occasionally by school-census or attendance officers. Very few have progressed beyond the fourth grade in school. The medical inspector is a physician who has been giving part time to this type of work for many years. He has no assistants. The Stanford-Binet scale, supplemented at times by other tests, is used. The brief reports, which are issued only to the principal of the school from which the child is referred, do not give the intelligence quotient or the mental age of the child and contain little more than the statement that the pupil would be benefited by transfer to a special room. They are regarded as strictly confidential and are not accessible to social agencies. All complete reports are kept in the medical inspector's office. The number of examinations averages about 500 a year.

About 35,000 group intelligence tests<sup>18</sup> and approximately 60,000 educational tests were given during the year 1923-24 under the supervision of the director of the department of educational investigation and research. This department has also given about 500 individual tests in school problem cases. The director has one assistant, and these two persons with the help of about 20 kindergarten teachers give and score both individual and group intelligence tests. The teachers obtain their training for the work through a series of about 15 lectures by the director, consisting of demonstration tests and discussions of the technique of testing, and practice tests given to elementary-school children by the class. The practice testing is done under careful observation, and all tests given by teachers are checked from time to time in the office of the director. Educational tests are given by school principals and teachers, who have also had a year's training course under the director.

Group intelligence tests have been given to all senior high school entrants and to nearly all junior high school entrants. No effort has yet been made to make reports complete by testing pupils who were absent when their classes were tested or to retest doubtful cases. The tests used are the National A and the Terman group test. The results of the group tests are used for guidance purposes, for schoolroom classification, and for counseling and placement, at the discretion of the principal. Use is made of intelligence scores by school principals in trying to keep mentally superior children in school, in advising mentally inferior pupils against the selection of particular courses, and in permitting children with high intelligence scores to skip grades or enter accelerated classes (see p. 108),

<sup>18</sup> This number represents 28 per cent of the net enrollment (September 30, 1923) of the Boston public schools, exclusive of normal, continuation, and night schools.

but no regular procedure is followed. The intention is to use the results of the group testing as a basis for classifying pupils into sections according to their mental ability, but such classification is not yet in operation. Collection of data on high-school failures with a view to ascertaining the intelligence levels required for success in different types of courses is also planned.

## EMPLOYMENT-CERTIFICATE ISSUANCE IN RELATION TO VOCATIONAL GUIDANCE

Massachusetts requires the certification of working minors up to the age of 21 years.<sup>19</sup> Not only is a boy or girl between 14 and 16 years of age required to obtain an employment certificate for every new position, as under the child-labor laws of most progressive States where children of these ages are permitted to work, but a minor between the ages of 16 and 21 also must obtain for every new position a so-called "educational" certificate, the requirements for which are similar to those for the employment certificate except that no physical examination is necessary and a minor unable to fulfill the educational requirement (which is the same as for children of 14 and 15—completion of the sixth grade) may receive a certificate but must attend evening school. Although intended primarily as a method of enforcing evening-school attendance for illiterate minors, the educational certificate might provide the basis for an effective system for following up and supervising the employment of working minors. However, the machinery for certification has not been utilized in Boston for this purpose except with reference to minors under 16, who are kept under the supervision of the schools through their compulsory attendance at continuation school.

Aside from the fact that it is the general policy of the public-school system to discourage children, especially those under 16 years of age, from leaving school, the procedure involved in getting a permit to work is not used as an agency in vocational guidance. The school record required for an employment certificate must be signed, however, by the school principal or "teacher in charge," and in many schools every child desiring to leave school for work must interview the principal before he can obtain his record. At this time every effort is made to dissuade him from leaving school. Children applying at the vocational-guidance department for positions are likewise encouraged to remain in school, but children under 16 withdrawing from school are not required to report at the vocational-guidance department, as they are in some cities. (See pp. 281, 401.) An applicant at the certificate-issuing office is usually referred to the vocational-guidance department, however, when he has not already found a position, for he can not be given a certificate unless he has a promise of employment.

According to the Massachusetts law every child between 14 and 16 years of age who applies for a certificate must be examined by a physician and certified to be "in sufficiently sound health and physically able to perform the work upon which he is about to enter."

<sup>19</sup> Massachusetts, General Laws, ch. 149, secs. 86-95.



a provision which in itself may determine the nature of the child's work. Close cooperation between the office of the examining physician and the vocational-guidance department is reported by the latter.

## THE SCHOOL ORGANIZATION AND CURRICULUM IN RELATION TO GUIDANCE

### DAY SCHOOLS

#### Intermediate Schools.

The public schools of Boston are in the process of gradual transition from the 8-4 to the 6-3-3 plan of organization, which is known locally as the intermediate-school plan. Whether or not a school will reorganize on the intermediate plan is left to the discretion of the individual principals of elementary-school districts. In 1923-1924 19 of the 72 school districts of the city had the 3 intermediate grades—seventh, eighth, and ninth. Thirty other schools had partly reorganized their seventh and eighth grades according to the intermediate plan; that is, they had departmentalized the instruction, or had adopted the policy of promoting by subject, or had introduced other features of the intermediate-school organization, but had not added a ninth grade.

According to the most recent statistics published by the Boston School Committee<sup>20</sup> one-fourth of the ninth-grade pupils in the city are in intermediate schools. Only eight of the intermediate schools are in buildings which have no lower grades, and only three are in buildings planned especially for intermediate-school use. All but three are directed by principals who are also responsible for the direction of the elementary grades.

Although the intermediate plan has been established completely in only a small number of school districts, its value as a means of keeping students in school longer than the 8-4 system keeps them is already indicated.

While the percentage of graduates of the elementary schools in June, 1920, who are now attending Boston high schools is 78, the percentage of pupils who completed the work of the eighth grade in intermediate schools last June and are now attending the ninth grade or first-year high is 89.

\* \* \* In some instances intermediate schools have been organized in districts from which a large proportion of pupils naturally would remain in school. On the other hand, certain districts with intermediate schools will be recognized as those from which a relatively small number of pupils heretofore have advanced beyond the eighth grade.

On the whole, the statistics are very favorable to the intermediate school as an agency for holding the pupils in school.<sup>21</sup>

The aim of the intermediate school as an agency for vocational tryout and guidance is clearly recognized. The courses of study are so planned that they give the student an opportunity to experiment and explore in various fields of work, as well as to obtain specialized training. The curriculum is only slightly differentiated in the seventh and eighth grades, and where there is a choice of

<sup>20</sup> Computed from Annual Statistics of the Boston Public Schools, calendar year 1922 and school year 1922-23. School Document No. 23, 1923, Boston Public Schools. Boston, 1923.

<sup>21</sup> Report of Survey on Intermediate Schools and Classes, pp. 56-57. School Document No. 19, 1920, Boston Public Schools. Boston, 1921.

courses, transfer from one to another is made easy, so that a pupil who finds himself in a course to which he is unsuited may change to another without serious disadvantage. Through a system of electives in these grades opportunity for experimentation and tryout is provided, leading to a choice of the specialized courses in the ninth grade. The courses offered are as follows:

1. The modern foreign-language course for those intending to go to high school and possibly college.
2. The clerical-practice course for those intending to attend a commercial high school or enter business.
3. The mechanic-arts course for boys and the practical or domestic-arts course for girls intending to pursue mechanical, technical, or practical courses in high schools or in trade schools, or planning to leave school early to enter the trades or assist in home making.

The work in clerical practice includes practical exercises in business arithmetic and penmanship, the use of business forms, and, in the ninth grade, knowledge of the principles of elementary book-keeping.

The courses in mechanic and domestic arts are described as follows:

The mechanic arts for boys are woodworking, bookbinding, machine-shop work, printing, electricity, sheet-metal work, painting, and gardening. It is intended that each boy shall acquaint himself with at least four of these activities during Grades VII and VIII, in order that he may have the fullest possible opportunity to discover his own particular bent. In Grade IX he has intensive work in one line of activity. Upon completion of Grades VII and VIII pupils may be transferred to the Mechanic Arts High School or to a cooperative course in a general high school, or, if they have reached 14 years of age, to the Boston Trade School. From Grade IX they may enter the tenth year of an industrial-business course [or industrial cooperative course] in [general] high schools, or the Boston Trade School; or they may go into industry with advanced standing.

In Grade IX these boys are given a course in "Industrial Boston and civics"; they have an option of a course either in applied science or in related mathematics. The time devoted to English is not diminished.

By means of the work in mechanic arts the city recognizes the legitimate needs of those boys who wish further education along industrial lines or who have to leave school and enter one of the trades at an early age. It takes a long step forward in the direction of fitting them for their future work, enabling them to enter it with adequate preliminary training. At the same time it does not deprive them of the fundamental general academic training which they in common with all others must have. The transition to a high or industrial school is facilitated.

The course in practical arts for girls comprises homemaking, cooking, sewing, bookbinding, and gardening. \* \* \* In Grade IX each girl elects two subjects from the following: Industrial Boston and civics; household mathematics; applied science; salesmanship.

At the end of Grade VIII these pupils may be transferred to the High School of Practical Arts or, if they are 14 years old, to the Trade School for Girls. From Grade IX pupils may enter the Trade School for Girls, the second year of the High School of Practical Arts, or they may go into industry with advanced standing.<sup>22</sup>

### Prevocational Classes.

Although the Boston public-school system offers no definite trade training to pupils who have not completed the eighth grade, except in the Girls' Trade School (see p. 106), it provides industrial courses affording at least prevocational training in the sixth, seventh, and

<sup>22</sup> Ibid., pp. 27-28.



eighth grades, not only in the intermediate schools but also in prevocational classes. In 1923-24 the public schools operated 10 prevocational centers for boys and 3 for girls, with an enrollment of 1,075 pupils.

The chief purposes of these classes have been summarized as follows:

1. To make education so interesting and worth while that the pupils will desire to remain in school as long as possible.
2. To enable boys and girls to choose a high-school course more wisely than they might otherwise be able to do.
3. To help boys and girls decide as intelligently as possible but only in a general way the type of life work—industrial, business, or professional—for which they are best fitted.

The prevocational classes of Boston, unlike those of Chicago (see p. 185), are attached to elementary rather than to high schools. They are open to all sixth, seventh, and eighth grade pupils 12 years of age or older, but preference is given to those who have lost interest in the academic course, those who are planning to leave school at the age of 14, and those who are particularly interested in handwork. As a result, the child who thinks he wishes to follow a particular trade has an opportunity either to demonstrate his fitness for it or to find that it is not what he wishes to do, so that he is ready to consider other possibilities. A few pupils of subnormal mentality find their way into the classes, but the majority are of average mentality or only a little below the average. Some show themselves of more than average ability once their interest has been aroused in the prevocational classes and go on to high school and even to college after their graduation. A careful case study is made of boys and girls who feel obliged to leave school or who desire to leave. The usual result is a satisfactory adjustment. It is stated by school officials that "a high percentage of pupils (of the prevocational centers) persist to graduation, and 50 per cent of the graduates enter secondary schools."<sup>23</sup>

Each prevocational class consists of approximately 45 pupils, classified into three divisions, one of which does shopwork, while the other two are reciting in the academic subjects or studying. The school day lasts 6 hours, and no home study is required.

Approximately 10 hours a week, or one-third of the total number of hours in school, are given to shopwork in the prevocational classes as compared with  $1\frac{1}{2}$  to 2 a week in the seventh and eighth grades of the grammar schools not reorganized on the intermediate plan, with 7 to  $7\frac{1}{2}$  hours a week in the intermediate schools and with 15 a week in the trade schools. Shopwork for boys consists of woodwork, gardening, house and sign painting, bookbinding, printing, sheet-metal work, machine-shop practice, and electrical work; and for girls, printing, dressmaking, millinery, and cooking, including cafeteria work at one center. Each pupil is required to change his shop activity each year, so that those who come in the sixth grade and remain through the eighth have three shop experiences. Devoting a year to electricity or millinery, for example, not only gives the

<sup>23</sup> Annual Report of the Superintendent, p. 60. School Document No. 12, 1922, Boston Public Schools. Boston, 1922.



pupil an intelligent idea of the trade but also enables him to understand and enjoy his academic studies for that year, which are closely related wherever possible to the shop activity.

The academic course of study is the same as that given in the elementary grades, except that it is motivated by the work of the particular shop in which the pupil is working. Academic instruction is not departmentalized.

The academic teachers are specially trained for work in the prevocational classes. In addition to fulfilling the requirements for teachers in the regular sixth, seventh, and eighth grades, they must have had three years' successful teaching, must take a special examination, and must hold a special certificate. They are required also to take a course in "motivation of the academic course of study." Their maximum salary is higher than that of the regular teachers of these grades. Shop instructors must have had actual trade experience in accordance with the State requirements for instructors in trade schools.

It has recently been recommended by the assistant superintendent of schools in charge of industrial education<sup>24</sup> that the prevocational classes be made a part of the intermediate schools, retaining, however, their special features—separate instruction, undepartmentalized academic work "with closest and most immediate correlation" to shopwork, the six-hour day, no home study, and no grade requirements. This program would require the extension of the prevocational course through an additional grade.

#### Vocational Courses.

The Boston public-school system has an unusually large number of specialized schools for secondary training. Of its 15 high schools, 8, located in outlying residential districts, are general and coeducational; 2 in the central part of the city are general but not coeducational; the remaining 5 are specialized schools and draw students from all sections of the city. Of the high-school population of the city in the school year 1922-23, 31 per cent (6,968 pupils) attended the specialized schools.

College-preparatory, general, commercial, and technical courses are offered in all the general high schools. All the high schools give credit for outside study in art and music by selected students specializing in these fields. In four a cooperative trade course is offered, in automobile work, woodworking, electricity, and machine-shop work, respectively.

Each of the five specialized high schools provides more intensive training than the general high schools in one or more fields. Each of the two Latin schools, one for boys and one for girls, offers a four-year and a six-year college-preparatory course.<sup>25</sup> The High School of Practical Arts (for girls) offers a regular high-school academic course, together with highly specialized vocational training in homemaking, dressmaking, millinery, retail selling, drawing and design, and commercial work; and the Mechanic Arts High

<sup>24</sup> Annual Report of the Superintendent, pp. 59-60. School Document No. 12, 1922, Boston Public Schools, Boston, 1922.

<sup>25</sup> Open only to children who have completed the sixth grade of the elementary schools with at least a B grade and whose parents or guardians present a written statement of their intention to give such pupils a college education.

School (for boys) offers two distinct courses, one teaching the processes fundamental to many trades and preparing for advancement in work requiring mechanical insight and judgment, the other preparing boys for higher technical schools. The High School of Commerce aims to give boys practical training for commercial life.

\* \* \* All instruction in the school [High School of Commerce] is made to serve the special vocational purpose for which the school exists. This purpose is further emphasized by centering the general subjects about \* \* \* specific work in commerce. \* \* \* [At the end of the second year a boy chooses one of the three courses, i. e., secretarial, merchandising, or accounting.]

In no sense is the High School of Commerce a preparatory school for higher institutions; neither is it of the strictly clerical type. It trains boys to become practical, energetic men of business.<sup>26</sup>

Series of lectures are given boys in the High School of Commerce on such subjects as educational resources of the United States, business organization, salesmanship, advertising, and business survey of New England. Single lectures by men in various lines of business are also a feature of the instruction in this school.

In addition to the courses given in the high schools, the public schools offer vocational training in two trade schools and a clerical school for girls. The latter offers the following courses: One, open to pupils with at least two years of high-school work and lasting approximately one year, gives training for bookkeeping and general office positions; a second, open to pupils with at least three years of high-school work and lasting also about one year, prepares for stenographic work and the operation of special office appliances; and two others, open only to high-school graduates, each lasting about two years, one of which prepares for secretarial work and the more responsible office positions and the other for accountants' positions.<sup>27</sup>

The two trade schools—one for boys and one for girls—are organized in accordance with the requirements for State and Federal aided vocational education and are in consequence open only to children 14 years of age or over. Pupils who have completed the sixth year of the elementary school are admitted to the Girls' Trade School,<sup>28</sup> but because of the large number of applicants for admission to the boys' school the completion of the elementary-school course is now required.

The Boston Trade School offers courses of two, three, and four years in automobile mechanics, cabinetmaking, carpentry, electricity, machine practice, masonry, painting, plumbing, printing, sheet-metal work, and domestic engineering (i. e., operations involved in the heating, ventilating, and plumbing of a building). The Girls' Trade School offers courses in trade dressmaking, millinery, children's wear, the manufacture of cotton and linen wear, machine operating, catering, trade design, and novelties. Pupils in the Girls' Trade School who have not completed their elementary-school education are given an opportunity to do so.

Shop work in the regular high schools of Boston is more truly vocational than in many city high schools because of the prevalence

<sup>26</sup> Course of Study for the High School of Commerce, pp. 5-6. School Document No. 8, 1919, Boston Public Schools. Boston, 1921.

<sup>27</sup> Boston Clerical School, A Public Business School for Girls and Young Women. City of Boston, Printing Department. Boston, 1923.

<sup>28</sup> Established in 1904 by a private philanthropic agency and taken over by the city as a State-aided vocational school in 1909.



of the cooperative plan, whereby students have actual practice in the industries to which their school work is related. Cooperative courses, or courses in which some practical experience is required, have been extensively developed. In the cooperative course in salesmanship given by the High School of Practical Arts girls work and attend school alternate weeks during their third and fourth years. In the third and fourth years of the regular salesmanship course given in nine high schools, girls work on Saturdays throughout the year and also for one to three weeks before Christmas and during one week of the Easter vacation. Boys taking courses in wholesale and retail merchandising, which are offered in four schools, are also expected to work on Saturdays and during all or part of their Christmas vacation. Five of the general high schools offer cooperative apprenticeship courses in one of the following trades: Automobile mechanics, electrical work, machine-shop work, and wood-working. During their first year pupils take shopwork in the various branches of the trade and visit local industries. At the end of the first or second year they are placed in positions in the industry for which they are preparing. The pupil works in a position selected and supervised by school officials during part or all of his vacations and during every other week of the school year through the second, third, and fourth high-school years. At the end of the four years in high school he receives an industrial certificate, and upon the completion of a specified number of apprenticeship hours, usually about two years after the completion of the school course, a diploma. In one of the suburban high schools a cooperative course in agriculture is offered. Pupils spend mornings in the schoolroom and afternoons at work in greenhouses, on local farms, or in the city parks, under the direction of experienced employees. The instruction prepares for practical work or further training in agriculture, forestry, and animal husbandry.

### Special Classes.

Special provision for the education of children of subnormal mentality has been made in Massachusetts through the passage in 1919 of an act<sup>29</sup> requiring the establishment in the public schools of special classes for all children who are three years or more retarded. In 1923-24 there were in Boston 93 special classes for the mentally defective, including 4 centers for older pupils (2 for boys, 1 for girls, and 1 for both boys and girls). The average membership of all special rooms is about 1,500, or 1 per cent of the net enrollment in September, 1923, of the public schools, exclusive of normal and continuation schools. Practical work is given in cobbling, bootblackening, woodworking, cement work, printing, sewing, and lunch-room and janitor work for boys; and in embroidery, sewing, cooking, millinery, beadwork, weaving, and lunch-room work for girls. This work is not regarded as definitely preparing pupils for industry but is helpful in placing them in employment when they leave school. A worker attached to the office of the director of special classes makes social investigations, handles court cases with reference to children in the special rooms, and does whatever other social case work is necessary, and makes placements.

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<sup>29</sup> Massachusetts, Acts of 1919, ch. 277.



In 1923-24, in addition to the classes for the mentally defective, there were 14 speech-improvement and 7 sight-conservation classes, and a school for the deaf. The school system also furnishes six teachers for the instruction of children in hospitals.

Many of the school districts have so-called rapid-advancement classes, and some children are given double promotions during the school year.

### CONTINUATION SCHOOLS

Early in 1910 part-time classes were organized by the Boston public schools for young persons engaged in the shoe and leather industry, in department stores, and in the wholesale dry-goods business. In 1911 Massachusetts passed a law under which the State was to bear half the cost of the maintenance of voluntary part-time vocational classes for workers between 14 and 25, and in 1913 passed a second part-time education law permitting localities establishing continuation schools to require employed children between 14 and 16 to attend.<sup>30</sup> Under the latter act, attendance at continuation school was made compulsory in Boston in September, 1914, for employed minors between 14 and 16 years of age.

The number of continuation-school pupils averages in normal times about 7,500 a year. The majority are housed in two main buildings—one for boys and one for girls—and classes taught by continuation-school teachers are maintained in a factory which has a sufficient number of young workers to form a special group. In addition to the specialized instruction in the factory class the school provides the following classes:

For boys: General classes (entry and ungraded); prevocational shops and classes (machine, electricity, printing, woodworking, sheet-metal, lettering and sign painting, paper-box making, picture framing, mechanical drawing); commercial classes (office practice, book-keeping, typewriting, elements of advertising). For girls: General and commercial classes, the same as for boys; prevocational classes (dressmaking, millinery, power-machine operation, cooking, sewing, embroidery, crocheting, beadwork, novelty work, including flower and lamp-shade making, basketry). The four hours, or 240 minutes; a week of school work are usually divided as follows: Shop or commercial work, 120 minutes; arithmetic and drawing, 40 minutes; English, 40 minutes; civics, 20 minutes; hygiene, 20 minutes.

The continuation school is conscious of its function as a vocational-guidance agency and seeks to fulfill it by giving each pupil a foundation of experience upon which to base the choice of a vocation. When pupils first enroll in the continuation school they are placed in an "entry" class, where they remain for a period rarely exceeding three weeks trying out the various courses offered. They are then transferred to the special course of study which they have elected. Not only is the pupil allowed an opportunity in school to determine his aptitude for various kinds of work, but he

<sup>30</sup> Massachusetts, Acts of 1911, ch. 471; Acts of 1913, ch. 805. By a later act (Acts of 1919, ch. 311) continuation-school attendance is made mandatory in all communities in Massachusetts which employ 200 or more 14 to 16 year old minors, provided that these communities voted acceptance of the law, as Boston and the majority of cities and towns of the State did.

is also furnished a background through discussions on commercial and industrial opportunities in Boston, through addresses by outside speakers, and through conferences with his teachers after they have carefully observed his class work and have visited his home and his employer. Approximately one-third of each academic teacher's time is given to visits at pupils' homes and at their places of employment, with a view to giving adequate vocational counseling in the light of individual aptitudes and needs.

The attempt is made to relate as far as possible academic and practical work to the improvement of the pupil's vocational efficiency, through giving him either trade extension training (that is, practical work along the lines of his employment) or prevocational training to help him to choose a vocation and give him some preliminary training for it.

In relating school work to the pupils' employment, commercial subjects present few difficulties; store and factory classes work out well. \* \* \* The number of pupils whose school work ties up fairly closely with employment is: In store and factory classes, approximately 100 per cent; in commercial classes, almost 100 per cent; in power-machine operation, 50 per cent; in dressmaking and millinery, less than 5 per cent; in printing, 50 per cent; in machine-shop work, 25 to 40 per cent; in woodworking and electricity, less than 5 per cent.<sup>31</sup>

All pupils give half time to academic work, and many who have not completed the elementary grades (about 40 per cent of the continuation-school students) devote their entire time to academic work.

Since 1919 all temporarily unemployed boys and girls of continuation-school age are required to attend continuation school 20 hours a week. The unemployment class is reported to have reduced drifting and cut down the periods of unemployment, as well as having increased the hours of instruction and saved young persons from the dangers of idleness in a large city.

"Previous to the recognition of this group," said the director of the continuation school, "pupils dropped from the school with the loss of employment and roamed at large on the plea of looking for work. Often they spent months without success. Increasing numbers are now remaining in the school when out of work, and they succeed in securing employment in days or weeks where formerly it was months."<sup>32</sup>

The placement of continuation-school pupils<sup>33</sup> is regarded as a necessary activity of the school, a service which it considers itself especially fitted to perform because of its thorough knowledge of the abilities of the young worker and of the special needs of employers. As has been said, continuation-school teachers are required to visit both the homes of their pupils and the establishments where the latter are employed. At the time of these visits the teachers not only inquire regarding the progress of individual children but also solicit openings. Employers also apply to the school for workers. An alphabetical file is kept, showing for each pupil the school record, notes on the teacher's home visit, and employers' comments.

<sup>31</sup> Boston Continuation School—Circular of Information and Courses of Study, p. 16. School Document No. 4, 1919, Boston Public Schools. Boston, 1919.

<sup>32</sup> *Ibid.*, p. 22.

<sup>33</sup> All children between 14 and 16 years of age working in Boston must attend continuation school whether or not they reside in the city.

## SUMMARY

Although the movement for vocational guidance in Boston originated outside the public schools in private philanthropic enterprise, the school system almost from the beginning cooperated with vocational-guidance and placement agencies which had been developed through private initiative, and as early as 1913 organized a vocational-guidance department. This department is still functioning.

Educational and vocational counsel is given by the staff of the vocational-guidance department to selected groups of school children, principally high-school students or graduates, and to all other pupils requesting advice. In each school, also, one or more counselors working under the general supervision of the department have been appointed by the principal from the teaching staff. The school counselors give assistance to pupils in choosing their school courses, in making vocational plans, and in finding employment.

Organized placement is carried on by the vocational-guidance department for all applicants who have attended the public or parochial schools of the city and who apply for registration within a year of leaving school, and by the continuation school for its own pupils. All persons placed by the department are carefully followed up. Special follow-up studies of high-school graduates, whether or not placed by the department, and analyses of data from the files of its placement service are features of the work of the department.

The school curriculum is especially well adapted to give effectiveness to the guidance program. The junior high school organization is limited to comparatively few school districts, but exploratory or try-out courses are provided, not only in the junior high schools, or intermediate schools as they are known locally, but also in prevocational classes. The latter are open to all sixth, seventh, and eighth grade pupils who are at least 12 years of age, but preference is given to those who are planning to leave school early. Training for an unusually wide variety of vocations is available in specialized high schools and in trade schools for boys and for girls.

Intelligence tests administered under the direction of a special department of the public schools have been given to more than one-fourth of the school population, including all pupils entering senior high school and nearly all entering junior high school. The results are used at the discretion of the individual school principals, and no regular procedure of classification has been established.



## NEW YORK

### HISTORY OF THE VOCATIONAL-GUIDANCE MOVEMENT

Vocational-guidance activities in New York City have their origins in many separate and distinct movements, both within and outside the public-school system. To trace in detail the history of even the most important of these lies outside the scope of this study, and only a brief account of the principal sources of the activities that are now carried on can be attempted.

#### VOCATIONAL GUIDANCE BY HIGH-SCHOOL TEACHERS

As far back as 1908, as a result of pioneer work by a self-appointed committee in one of the Brooklyn high schools, each of the New York day and evening high schools had appointed one or more of its teachers to act as a committee in giving vocational advice and assistance in finding employment to high-school students.<sup>1</sup> These teachers were volunteer workers and carried on their vocational-guidance activities in addition to their regular school duties. They conferred with students and their parents on the importance of choosing a vocation and on the methods of obtaining suitable training for various kinds of work, visited employers, found part-time and vacation employment for needy students, and placed in positions graduates and students leaving school and encouraged them to continue their academic education and to obtain vocational training.

Representatives of each of the school committees formed a general or central committee, known as the students' aid committee of the High School Teachers' Association of New York City, the purpose of which was to set standards, outline methods of work, and collect and disseminate information on employment opportunities. It published annual reports of its work and a number of pamphlets on vocations<sup>2</sup> and the choice of a career. In 1909 it recommended that the teachers working in the various schools be allowed some unassigned time for vocational guidance and that a central vocation bureau be organized in the schools. The latter proposal was regarded favorably by the superintendent of schools,<sup>3</sup> and at his request the committee outlined in detail what the organization and functions of such a bureau should be.<sup>4</sup> No central bureau was established, how-

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<sup>1</sup> "Report of the work of the Students' Aid Committee of the High School Teachers' Association of New York City, 1909." Year Book, High School Teachers' Association of New York City, vol. 3, 1908-9, p. 65.

<sup>2</sup> The following pamphlets were published: Opportunities for Boys in Machine Shops, Applying for Work, Choosing a Career for Girls, Choosing a Career for Boys, Directing Young People in the Choice of Employment, The Vocational Adjustment of School Children, Occupations for Women in the Domestic Arts, Summer Employment in the Country, Accountancy and the Business Professions, The Civil Service as a Career.

<sup>3</sup> Eleventh Annual Report of the City Superintendent of Schools to the Board of Education of the City of New York, for the year ending July 31, 1909, pp. 99-102.

<sup>4</sup> "Report of the work of the Students' Aid Committee of the High School Teachers' Association of New York City, 1910." Year Book, High School Teachers' Association of New York City, vol. 3, 1909-1910, pp. 28-30.

ever. The vocational-guidance activities which had been begun in the various schools developed or declined in accordance with the interest of the individual school principals and teachers, though sporadic attempts were made to induce the board of education to recognize and provide for this type of work in the public-school system.

### THE NEW YORK BOARD OF EDUCATION AND VOCATIONAL GUIDANCE IN THE PUBLIC SCHOOLS

In April, 1913, the New York Board of Education empowered its committee on high schools and training schools to investigate the subject of vocational guidance in its relation to the public schools of New York City. About two years prior to this action by the board of education two private agencies interested in education and social welfare, the Junior League and the Public Education Association, had organized a "vocational-guidance survey" and had made a preliminary report to the superintendent of schools containing the following conclusions:

A system of vocational guidance which would mean finding jobs for children under 16 would be not only futile but dangerously near exploitation, however well meant the intention might be.

Vocational guidance should mean guidance for training, not guidance for jobs. The interests of the public-school children can best be served by the development of vocational training.

But in order to decide what types of vocational training are practicable and desirable for children between 14 and 16, a study of the facts of industry is absolutely essential.<sup>5</sup>

A study of this kind "to discover through a first-hand study of the actual facts of industry what kinds of vocational training should be given to children between 14 and 16 who leave school in New York annually,"<sup>6</sup> had been begun by the Public Education Association and was in progress<sup>7</sup> when the board of education committee was directed to make its investigation of vocational guidance. After an extensive investigation of the subject this committee recommended in 1914 that the board of education make an appropriation to continue a vocational-education survey along the lines of the survey begun under the Public Education Association; that the board of education also request the mayor to appoint a committee of the representatives of interested agencies to study the problems of juvenile employment and placement; that no further placement work be organized under the board of education until a comprehensive study had been made of the value of the placement carried on in two of the high schools where it had been specially developed; and that schools having differentiated courses should be regarded as "experiment stations for vocational guidance."

In 1915 the board of education voted to cooperate with employers' organizations and labor unions in an industrial survey of the city with a view to improving the curriculum of industrial classes con-

<sup>5</sup> "Vocational guidance." Board of Education, City of New York, Document No. 4, 1914, p. 53.

<sup>6</sup> *Ibid.*

<sup>7</sup> A preliminary survey was made of the building and metal industries in New York City, selected because of the large numbers of workers engaged and because of the educational content of the various processes in these industries. Funds were never available for the publication of the report.



ducted by the public schools. Surveys of four groups of occupations were made and published—The Printing Trade, Inside Electrical Work, Carpentry and Joinery, and The Machinist's Trade—and were followed by a survey of industrial classes in the public schools.

In the winter of 1914-15 a committee was organized, also, to make an intensive investigation of boys and girls at work. This committee, known as the mayor's committee on vocational help to minors, was financed by the Henry Street Settlement of New York City (see pp. 114-115), but it received the active cooperation of school authorities. Under the direction of Meyer Bloomfield (see p. 83), a study of the methods and technique of vocational guidance was made, and a plan was submitted for vocational guidance in elementary schools. This plan was put into effect in certain schools in Manhattan by the vocational-guidance bureau of the Henry Street Settlement (see p. 114).

Another undertaking in which the board of education and a number of private agencies cooperated was initiated in 1916 under the auspices of a committee known as the vocation committee for the thirteenth school district.<sup>8</sup> The aim of this committee was to conduct a comprehensive experiment in vocational guidance and placement within a given area. The assistant director of the bureau of attendance of the board of education served as chairman of the committee, and the board of education contributed to the expense of the undertaking the services of an attendance officer and a clerk assigned from the bureau of attendance. The financial contribution made by the other cooperating agencies averaged about \$5,500 per annum for the two years during which the undertaking continued, the staff maintained by this fund including an executive secretary, two counselors (a man to work with boys and a woman for the girls), and a field worker for follow-up work with employers and visits to the children's homes. The experiment was discontinued in 1918 because it was difficult to obtain funds and also because it was believed that vocational guidance and placement in any section of the city could be satisfactorily conducted only if the work were carried on under a city-wide organization.

The establishment of a bureau of vocational guidance in the school system has been proposed a number of times since 1909 (see p. 111) and has received the consideration of the board of education. One of these proposals, submitted in June, 1924, provides for the appointment of a—

director of vocational investigation, guidance, and placement, who shall be known as the director of placement, subject to the supervision of the associate superintendent assigned, and in cooperation with the advisory board on industrial education, shall direct and supervise vocational investigation and guidance and the placement of pupils enrolled in all types of schools and of former pupils who may apply for placement, and shall supply information to the schools concerning local industries and commercial enterprises and the opportunities for employment therein, for the more effective preparation of pupils for the various vocations.

There shall be such investigation and guidance teacher assistants and such placement assistants assigned to assist the director as the board of superintendents, with the approval of the board of education, shall determine, within the limits of funds apportioned by the board of education.

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<sup>8</sup> Information regarding this experiment was obtained from an unpublished account furnished by the assistant director of the bureau of attendance of the New York City Board of Education, who acted as chairman of the committee.



No comprehensive program of vocational guidance nor centralization of vocational-guidance activities has been effected in the New York public schools, however, up to the present time, although the public-school system has actively cooperated with other organizations carrying on various phases of vocational guidance for school children. The board of education has also appointed a "coordinator of high-school placement" and a few "teachers in excess" and "investigation and placement assistants" to act as counselors or placement workers in individual schools.

#### VOCATIONAL-GUIDANCE ACTIVITIES OF THE HENRY STREET SETTLEMENT

The Henry Street Settlement of New York City, whose connection with the mayor's committee on vocational help to minors has been referred to, began its vocational-guidance work in 1908 with a system of vocational scholarships. The scholarships were given to enable children who could not otherwise afford to remain in school to receive at least two years of vocational training. Careful educational and vocational guidance based on knowledge of the child's home environment and circumstances, his personal characteristics and ambitions, and his school progress, and a study of working conditions were from the beginning important features of the scholarship work. As a basis for vocational advice to scholarship children, in the summer of 1909 the committee for vocational scholarships of the settlement made a study of the school history, social and economic background, work problems, etc., of 1,000 New York children working on employment certificates, in 1913 issued a directory of the trades and other occupations taught in the day and evening schools of Greater New York (*Opportunities for Vocational Training in New York City*),<sup>9</sup> and in 1915, in cooperation with the Russell Sage Foundation, compiled and published a pamphlet entitled "*Investigations of Industry in New York City, 1905 to 1915.*"

It was owing chiefly to the Henry Street Settlement, as has been said, that the mayor's committee on vocational help to minors (see p. 113) was organized. The settlement bore all the expenses of the investigation made by this committee. In March, 1916, as a result of the investigation it opened a vocational bureau in one of the public schools near the settlement house and in September, 1917, started a second bureau in another public school in the neighborhood. In 1918 and 1919 the work was extended to several other schools in different sections of Manhattan. The settlement bore all the financial responsibility for these offices, which together were known as the vocational bureau of the Henry Street Settlement, but the board of education cooperated by furnishing office space for them in public-school buildings.

The objects of the vocational bureaus were to keep children in school as long as possible; to help them to discover their natural abilities, to select the trade or profession for which they were fitted, and to select the type of school that would give the best training for the chosen trade or profession; to persuade parents to give their

<sup>9</sup> This directory was revised and extended in 1916 and again in 1918 by the committee for vocational scholarships of the Henry Street Settlement, and in 1922 and again in 1924 by the Vocational Service for Juniors (see p. 116).

children at least trade training; to place children who had to go to work in touch with responsible employment agencies; to recommend children for scholarships; and to follow up for one year all children leaving the elementary school for work and for two years all children going on to secondary or trade schools. The workers in the two schools in which the bureaus were established regularly interviewed the members of the graduating classes and all other children whose fourteenth birthday would occur within a year. They conferred with parents, teachers, school nurses, physicians, and attendance officers, club leaders, and others who could throw light on the interests, personal characteristics, and abilities of each child. Information on educational and vocational opportunities was disseminated, scholarships were granted, and efforts were made to solve the problem of the maladjusted child. No placement was attempted, but children in need of employment were referred to juvenile employment agencies in the city.

#### DEVELOPMENT OF PRIVATE EMPLOYMENT AGENCIES FOR JUNIORS

Supervised placement for juniors in New York City dates back to the organization of the Alliance Employment Bureau of the New York Association of Working Girls' Clubs in 1890. This bureau was established to find suitable positions for girls in the trades. Although it charged a small fee—50 or 75 cents—its work was distinguished by social aims and a sense of responsibility for the welfare of the juvenile workers whom it placed. In 1907 the bureau enlarged the scope of its work to include boys and in the same year established a department of investigation of work opportunities in New York City.

The unemployment emergency in 1914 was responsible for the initiation of junior employment work for girls by another local organization, the vacation war relief committee of the Vacation Association of New York City, which, cooperating with the Young Women's Hebrew Association, established in January, 1915, the Federated Employment Bureau for Jewish Girls. In October, 1916, this bureau and the Alliance Employment Bureau were consolidated into the United Employment Bureau for Women, Girls, and Boys.

In 1916 also was formed the Federation of Noncommercial Employment Agencies of New York City, the object of which was to unify employment policy and to disseminate information to employment bureaus. This agency, as well as an employment clearing house which was organized also in 1916 by a committee of women appointed by the mayor, furthered the work of the junior employment agencies of the city, and the federation in November, 1916, published in mimeographed form an extensive survey entitled, "Organized Noncommercial Employment Work for Juveniles in New York City."

In the summer of 1918 the various noncommercial employment bureaus for juniors in the city were united under the Junior Division of the United States Employment Service. Within a year (July, 1919) Federal support was withdrawn, but the agencies which had united under the Federal service continued to cooperate under private auspices as the Junior Employment Service.



### THE VOCATIONAL SERVICE FOR JUNIORS

The Junior Employment Service functioned somewhat more than a year. In October, 1920, it merged with the vocational bureau and the committee for vocational scholarships of the Henry Street Settlement to form a single agency, known as the Vocational Service for Juniors. The Vocational Service for Juniors combined into an organic whole the functions of each of its component agencies; that is, school counseling, the administration of scholarships, and placement.

An important activity of this organization has been the revision in 1922 and again in 1924 of the pamphlet "Opportunities for Vocational Training in New York City," originally published by the committee for vocational scholarships of the Henry Street Settlement for the use of schools, social groups, and organizations and the personnel departments of firms employing juniors.

### JUNIOR PLACEMENT UNDER THE NEW YORK STATE DEPARTMENT OF LABOR

The public employment bureau of the New York State Department of Labor, which was created in 1915, did incidental placement of juniors in both the men's and the women's department. The existence of a separate problem in respect to the young worker was recognized, however, and in 1917 a law<sup>10</sup> was passed providing for the organization of juvenile placement bureaus in the State department of labor, the first legislation of its kind in the United States. The first office under the new law was opened in Brooklyn in January, 1918. In the summer of 1918 this office, like the other noncommercial placement offices for juniors in the city, allied itself with the Junior Division of the United States Employment Service, but when the Federal office was closed the State bureau continued its work as a separate organization, establishing offices in Manhattan and the Bronx. From the beginning the bureau sought close cooperation with the public schools and in 1920 opened an office in one of the continuation schools. Between 1920 and 1924 the State established branch offices of the juvenile placement bureau in three other continuation schools and in a certificate-issuing office, the latter for children who are not required to attend continuation school.

### ORGANIZATION AND PRESENT STATUS OF VOCATIONAL-GUIDANCE ACTIVITIES<sup>11</sup>

#### ORGANIZATION

In the absence of a department of vocational guidance in the public-school system, the vocational-guidance activities that have been developed within the schools are scattered and uncoordinated. In addition to a central high-school placement office, which is operated chiefly for the placement of high-school students in vacation and after-school positions and which is in charge of a "coordinator of high-school placement," the board of education supports one "teacher in excess" and 8 "investigation and placement assistants,"

<sup>10</sup> New York, Consolidated Laws, 1909, vol. 3, ch. 31, sec. 66-j, as added by Laws of New York, 1914, ch. 181, and amended by Laws of New York, 1917, ch. 749.

<sup>11</sup> For the school year 1923-24, unless otherwise indicated.



who act as counselors or as placement workers in three elementary schools, four high schools, and one continuation school.

Outside the schools a large number of agencies carry on some phase of vocational guidance, usually only placement and only for special groups of children. Those organized for the guidance or placement of all children applying in a given area are the Vocational Service for Juniors and the juvenile placement bureau of the New York State Department of Labor.<sup>12</sup>

The Vocational Service for Juniors is a privately financed organization working in cooperation with the public schools. At the present time it maintains counselors in charge of a definitely organized counseling program in seven elementary and two junior high schools in one school district and in one elementary school and two junior high schools in other districts; administers a scholarship fund; and operates three placement offices, with a central clearance office. Two of the placement offices are in continuation schools and one in the bureau of attendance of the public schools. The organization has a staff of 29 persons, including a director, an organization secretary, a psychologist, an assistant psychologist, 15 counselors (3 part-time), 4 assistant counselors, and 6 secretaries and clerks. The director and the psychologist hold the degree of doctor of philosophy; the organization secretary, the assistant psychologist, the office secretary, nine of the counselors, and a publicity clerk are college graduates. Three other counselors have had college or university courses. Eight of the counselors had had experience in employment work before joining the staff of the Vocational Service for Juniors. Counselors' salaries range from \$1,800 to \$2,400 a year.

The estimated expenditures of the organization for the year October 1, 1923, to September 30, 1924, are as follows:

*Estimated expenditures,<sup>13</sup> Vocational Service for Juniors, October 1, 1923—September 30, 1924*

GENERAL FUND

Salaries.....	\$45,568
Rent.....	2,000
Telephone.....	1,814
Supplies, printing, postage.....	2,080
Publicity.....	1,500
Publications.....	1,250
Traveling.....	233
Miscellaneous.....	391
Total.....	54,836

SCHOLARSHIP FUND

Payments on scholarship grants—main fund.....	19,305
Payments on scholarship grants—special funds.....	2,760
Payments on health and relief for scholarship cases.....	1,050
Total.....	23,115

<sup>12</sup> Information as to the work done by a number of the other organizations carrying on some vocational-guidance or placement activities is contained in the report of a survey made under the direction of the committee on vocational guidance of the Children's Welfare Federation of New York City, published in 1923 under the title "Vocational Guidance and Placement Work for Juniors in New York City."

<sup>13</sup> Based on actual expenditures to May 31 and estimated expenditures for June, July, August, and September.

The State department of labor conducts a juvenile placement bureau with seven offices, most of which are in public-school buildings (see p. 133). The personnel, in addition to the clerical force, consists of 10 placement workers, who are required to have had experience in employment or educational work and who are civil-service appointees. Supervising placement workers receive from \$1,700 to \$2,000, and assistants from \$1,080 to \$1,500 a year.

### SCHOOL COUNSELING

#### The Vocational Service for Juniors.

The Vocational Service for Juniors has recently concentrated most of its counselors in one school district (see p. 117) in an effort to demonstrate the cost, the procedure, and the results of a comprehensive counseling program in a given area.

The purpose of its counseling is primarily educational. Each eighth-grade pupil in the elementary schools and each seventh-grade pupil in the junior high schools is interviewed by the counselor when it becomes necessary for him to choose between the courses offered in the senior or the junior high school, as the case may be. Prior to the interviews the children in these grades are given a group mental test by the psychologist on the staff of the Vocational Service for Juniors, and where a child's school grades indicate or his teacher feels that he was not properly rated by the group test he receives an individual psychological test. The child also fills in a questionnaire indicating his ambitions and interests and giving some information on his social and economic background. The counselor has not only the child's questionnaire but also his health record, his school record in proficiency and conduct both for the current and for preceding years, and his teachers' estimate of his ability and personality. This estimate is entered on a graphic rating-scale form by means of which it is possible for the counselor to rate the child on his appearance, ability to learn, initiative, and industry. On the basis of this information she discusses with each pupil his course of study and his vocational ambitions, holding as many conferences with the child as seem necessary. She arranges meetings of parents in which the principal or an outside speaker addresses them on vocational subjects and urges parents to come to her for discussion of their plans for their children. She also gives a series of weekly classroom talks on various occupations and the training required for them. (See p. 140.) When the child has decided on a course of study the counselor notes the selection on a slip which parents are requested to sign. If the selection of a course differs from the plans agreed upon by the child in conference with the counselor the latter interviews the child or, if necessary, the parent a second time.

Although the counseling is chiefly in regard to the selection of courses the counselor's regular procedure also includes interviewing all applicants for employment certificates, if possible, before their plans are definitely made. If they can not be persuaded to remain in school she refers them with their school record and her recommendations to one of the employment bureaus operated by the Vocational Service for Juniors. She likewise refers children in need of part-time work to one of these bureaus. The counselor does not attempt



to assist in the solution of social or health problems, but if in the course of her work she discovers the need of assistance of this kind she refers the case to the proper social agency or to a visiting teacher in schools that have the services of visiting teachers. She prepares a complete report for each child and uses it as a basis for the follow-up of each pupil who is counseled.

The follow-up with the group of former elementary-school pupils who have left school consists of sending a letter with a return card to each inquiring about his work, and a second letter proposing a conference at an evening office hour to those who did not reply to the first. If a child does not reply to either of the follow-up letters and does not come to see the counselor the latter visits the child at his home. For children who have entered junior or senior high school she obtains the high-school record. The procedure in following up junior high school pupils who have left school is the same as that for elementary-school pupils. For those who remain in school it consists of recording on the questionnaire sheets the mid-term marks of pupils in the eighth and ninth grades, interviewing pupils who are failing in their studies, conferring with those who wish to change their course of study, and interviewing each ninth-grade pupil with reference to his further vocational interests and his course of study in the senior high school. A record of the results of each step of the follow-up is entered on the child's questionnaire.

#### Members of School Staffs.

*Elementary schools.*—Outside the schools where the counselors of the Vocational Service for Juniors are at work counseling is carried on in only three of the elementary schools. The counselor in these schools is a "teacher in excess" especially assigned by the board of superintendents to do this work. She had had, before her appointment, considerable experience in placement work and in vocational guidance.

Approximately three-fourths of the enrollment in these three schools is colored. All three have prevocational classes (see p. 148), so that a choice of courses becomes necessary at the beginning of the eighth year and an opportunity is offered during the seventh and eighth grades for a variety of try-out experiences upon which to base the choice of a high-school course.

A definite counseling procedure has been developed in these three schools. Early in the school year, after a general talk or series of talks by the counselor, each child is required to fill out a questionnaire, which has been worked out to conform to the particular needs of the children in these schools and which covers his tastes, aptitudes, home environment, and vocational choice, and his parents' wishes in respect to his future. Each child is also given a mental test by a psychologist from the department of research and measurements of the public schools or by psychologists supplied by private agencies. His school record and intelligence quotient and the comments of his teachers on his personality and character are added to the questionnaire. Owing to the size of the schools it is impossible for the counselor to interview each child. She therefore selects for individual interview those children whose questionnaires indicate some



special problem, such for example as cases where a child's education or vocational ambition requires special consideration because of his family's circumstances or seems inconsistent with his abilities as indicated by his school record and intelligence quotient, or where the parent has apparently expressed no opinion in regard to the child's future.

Although the counselor does not have time for home visits, except in special cases, she endeavors to persuade parents to come to the school whenever it seems necessary to discuss with her their plans for the child. She also works in close cooperation with the visiting teacher assigned to one of the schools, through whom are made any social adjustments which may be necessary for children who plan to remain in school. In addition to those children whose questionnaires indicate the need of special assistance the counselor interviews all children who are over age for their grade, those who are discharged from school on working papers, and those who are choosing a high-school course. Although she does some informal placement herself she usually refers children who are leaving school or who are obliged to work on part time while attending school to an outside placement bureau. The need for special attention by some placement agency to problems connected with the placement of colored boys and girls is keenly felt, however.

Once a week during the first 10 weeks of the school term the counselor gives a series of talks to eighth-grade classes on occupations. These are intended to precede the individual interviews with pupils of this grade. In the first of these talks the pupils are directed to an examination of their ideas on their future work and their desires for training beyond the elementary school, an analysis of their aptitudes as indicated by their school records and their spontaneous interests, and a consideration of the ability of their respective families to finance training for various occupations. The careers in which the individual members of the class are interested are listed in each case, and the duties, advantages and disadvantages, requirements, and training are discussed. The occupations in each main group—professional, business, trades, and industries—are then considered in detail, including the opportunities for service that they offer. Considerable information on occupations and the training required for various kinds of work is given in the individual interviews, and children are urged to consult the public library for books on vocations.

*High schools.*—In most of the high schools a "grade adviser," selected by the principal from the teaching staff, is appointed to act in an advisory capacity to the members of each class from entrance to graduation or withdrawal. If classes are very large two or more advisers are appointed. These teachers are given little or no time for the specific purpose of counseling; in one school where the system has been considerably developed each of the advisers has from 5 to 10 periods a week for interviews. The adviser's duties may include individual interviews with pupils receiving low marks, with those needing assistance in choosing their courses or in making some other adjustment to school life, or with those planning to withdraw from school.

Two of the general high schools for girls—the Washington Irving and the Julia Richman—have one or more full-time counselors who are “investigation and placement assistants” especially appointed for counseling.

The Washington Irving High School has two counselors who have developed a program intended to reach every girl in school and providing for intensive work with entering and graduating students. The counselors do not do placement themselves but work in cooperation with the placement secretary (see p. 123), whose office is in the same room. All incoming students are given a group mental test by a trained psychologist who is supported by private funds and are classified in accordance with their intelligence quotients. The subject matter of the various courses is enriched for students above the average in intelligence. Through the medium of a questionnaire asking how long the student expects to stay in school, what course she wishes to take, and whether or not the school can give her any assistance, the counselor locates the girls who expect to go to work early, those whose choice of course seems inconsistent with their plans, and any others presenting special educational, social, or vocational problems. The counselor interviews these girls individually and gives them advice and assistance. Every effort is made to keep children in school: Parents are interviewed, home conditions are adjusted through appropriate social agencies, and scholarships are arranged either through a school scholarship fund or through other agencies in the city giving scholarships (see pp. 141–142). At or before the end of the first term all pupils with intelligence quotients below 90 are given the Terman individual intelligence test. Their progress is carefully watched, and they receive special assistance in the selection of their courses of study and elective subjects. All pupils receiving low grades also are interviewed at the end of the first term in order that readjustments may be made if necessary.

After the first year failing students are referred to members of the program committee of the school, but any pupil desiring to confer with the counselor is invited to do so and all those who have presented special problems are continued under the counselor's care. The counselor follows up all pupils who are working outside of school hours. She also advises seniors in regard to further training along special lines. She does not interview withdrawing pupils; they are required to see the deputy principal of the school and if under 16 years of age must be accompanied by one of their parents. Every effort is made to induce girls to remain in school until the completion of their course, or to go to other schools; and in order to make it possible for some girls to do so, the counselor seeks the aid of relief organizations, clinics, scholarship funds, and other social agencies. A psychiatrist provided through the cooperation of a private agency gives examinations at the school twice a week and offers recommendations in the case of emotionally unstable pupils or those presenting disciplinary or other special problems.

The counselor aims to stimulate consideration of vocations and the requisite training for various occupations through the medium of the school paper and outside speakers. If invited to do so she also visits eighth-grade groups to explain the high-school courses and sends circulars for distribution to eighth-grade classes describing the training offered by the school.



One investigation and placement assistant functions as counselor in the Julia Richman High School. She does no placement but works in cooperation with the school placement worker (see p. 124), whose office she shares. The work thus far has been largely experimental, pending a study of the school's special problems and the completion of a building which will house the entire school, now quartered in a number of widely separated buildings. In the fall of 1923, 91 entering students were given the Otis group intelligence tests by the counselor and some of the teachers, who had had some instruction in administering tests. Each of these pupils filled in a questionnaire giving personal information, including the length of time she expected to remain in school. The counselor after a study of the questionnaires interviewed each of the students in regard to her plans and ambitions and gave educational and vocational information and counsel. In February, 1924, two special classes were formed for pupils with low intelligence quotients who had failed in their first term in school and who appeared to have no special aptitudes. The counselor has made studies of the distribution of intelligence quotients of the three recent graduating classes—a total of 1,050 girls—and of the school careers of 812 pupils who entered the school in June, 1920.

A new plan for vocational guidance was to be put into effect in the fall of 1924, when the school was expected to be in its new building. Its object is to help pupils at the beginning of their high-school course in order to prevent the heavy school losses which occur as the result of failures. Entering pupils will be grouped on the basis of the results of the Otis self-administering test. At the end of a six-week period, during which all the groups will have been given the same ground to cover in the classroom, they will be given an examination. Those who fail are to be interviewed by the grade adviser of their class. If the result of the examination, the intelligence quotient, and the interview all point to the same conclusion—that is, that the pupil can not carry the regular course and complete it within the average time—the girl will be referred to the counselor. The latter will discuss the situation with the girl and her parents and will suggest another course, or the dropping of one subject, so that the extra time can be given the remaining subjects, or in some other way will assist in making an adjustment.

*Visiting teachers.*—The Board of Education of the City of New York maintains 19 visiting teachers, and in addition 6 employed by a private organization (the Public Education Association) are assigned to the public schools. Although their duties are concerned primarily with questions of social and educational rather than vocational adjustment those assigned to schools in which no vocational counselors are employed give vocational advice when necessary in connection with their regular case work. Children in need of work are referred to the proper placement offices.

## PLACEMENT

### Placement by the Schools.

A central high-school placement office has been established to coordinate high-school placement and to do such employment work as is not covered by the individual schools. Almost all placements



made by this office are for part-time work. Boys and girls desiring full-time positions are referred to the New York State Juvenile Employment Bureau, a branch of which is located in the same building (see p. 133), though guidance and counsel are sometimes given persons applying for full-time positions and recommendations in regard to placement are made to the State bureau in such cases. Most of the high schools cooperate with the central office for part-time and summer employment, especially in salesmanship courses, and for "drop outs," whom the high schools themselves as a rule do not attempt to place. The central office, which makes a special point of placing "drop outs," by an arrangement with the high schools receives a filled-in report form in regard to each child withdrawing from school, giving information as to his school attendance, scholastic record, work history if any, reliability, reason for going to work, educational and vocational aims, opinions of the discharge officer in regard to his vocational and other interests and limitations, and the name and address of his prospective employer, hours and pay, if he has already obtained a position. Each of these children who are not already satisfactorily placed is invited to make use of the services of the central placement office.

The personnel of the office consists of the director, known as the coordinator of high-school placement, and one clerk. The clerk places many registrants, but the director interviews special cases and gives vocational guidance. Each registrant is required to fill in a form stating the kind of work he desires, why he desires it, what special qualifications he has for the position desired, his other vocational ambitions, and his personal aptitudes. From 15 to 30 minutes is given the first interview. An effort is made to persuade children to return to school or to continue their education and training in evening or in special schools. Applicants are sent to employers with a card of introduction and a return card. Employers are asked to report their action in the case of all applications, giving their reasons if the applicant has been rejected. A daybook is kept containing a record of each placement with the name and address of the employer and the kind of work done. The limitations of the staff make it impossible to do much follow-up work, but the director follows up pupils placed in summer employments who do not return to school, lists of whom are supplied the central office by the various high schools. The director reports that approximately 3,000 individuals are placed in part-time positions each year.

About half the high schools (including all commercial high schools), the Manhattan Trade School for Girls, and one continuation school regularly place their own pupils. In most of the high schools doing organized placement only 45 minutes a day for employment work is allowed the teacher who acts as "placement secretary." Usually these teachers have not had training or experience in placement work, and the inadequate time allowance makes visits to employers or to homes, follow-up, and record-keeping impossible. A few schools, however, have investigation and placement assistants who give full time to placement work.

The Washington Irving High School has one placement secretary or "manager of employment and recommendations bureau" who gives full time to the placement of graduates and "drop outs," and

of undergraduates in part-time and summer employment. The placement secretary works in close cooperation with the teachers and counselors, from whom she obtains school records of scholarship and attendance and comments on personal characteristics. She receives reports from the counselor chiefly, however, in special cases. Each girl applying for part-time employment must present a card signed by the class adviser or teacher approving her carrying a position in addition to her school work. Part-time work for first-year students is discouraged. All positions are investigated, and an effort is made to obtain a report from the employer for each girl who is placed. Positions are solicited by personal visits, letter, or telephone. Follow-up consists mainly of sending a letter with return card to each graduate six months after graduation and asking the employers of the graduates who reply for a report of the girls' work. Once a month the placement secretary sends to all pupils who have withdrawn from school during the month a post card asking for a report on their work from those who are employed and offering assistance in finding positions for those who desire them. In 1923-24 a total of 1,272 placements were made as follows: Commercial (stenographers, bookkeepers, typists, clerks), 394; dress-makers, 54; artists, 84; miscellaneous, 34; part-time, 706. Records are kept, and annual reports on placement and follow-up are prepared for the principal of the school.

The Julia Richman High School also has a full-time placement secretary. The service is almost entirely for graduating students and former graduates. "Drop outs" and part-time workers are now usually referred to the central high-school placement office, but it was planned when the school moved to its new building in the fall of 1924 to have the placement secretary interview all pupils withdrawing from school. Each graduating student fills out a card which is kept as a record card. A complete permanent record card is kept also, giving in addition to class marks the girl's intelligence quotient, notes on her personal appearance, habits, and characteristics (under 16 heads) and on special aptitudes and talents, and a record of her physical condition and of services that she has rendered in the school. Prior to graduation in January and in June letters are sent out to employers soliciting openings for the graduates, and a few employers are visited. Girls are asked to report to the school whether or not they receive the positions to which they have been referred. Follow-up consists of a form letter and a questionnaire sent each year to every graduate of the school. The replies are recorded, and the office files contain the complete record and work history of approximately 5,000 students. Of the class of January, 1924, 264 were placed as follows: Stenographers, 168; bookkeepers, 31; comptometer operators, 57; others, 8. The placement secretary has made studies of commercial opportunities for colored girls, average salaries for beginners in stenography and bookkeeping between 1914 and 1924, other high-school employment bureaus in New York City, and other subjects.

The cooperative high school<sup>14</sup> places students, principally those in the third and fourth years, who work and attend school alternate

<sup>14</sup>There is one cooperative high school in the city (see p. 149), and two other high schools have a few cooperative classes.



weeks. It is a commercial high school, and most of the pupils are placed either in salesmanship positions or in general clerical work. In the salesmanship courses the pupils are placed in their second year, beginning as messengers and proceeding through the stock and junior sales force to regular salesmanship positions. The general clerical course endeavors to meet a demand by business houses for training that has not been specialized. The teacher in charge of placement gives half time to placement work and has the assistance of three coordinators, each of whom spends two periods a day teaching and the remainder of the time visiting firms and, if necessary, pupils' homes. The placement teacher keeps the records and does the inside office work, but the coordinators make the placements. The latter solicit positions, and each has his own list of firms where he places pupils under his supervision. Four forms are in use—an application for cooperative work filled in by the student, a firm information card filled in by the visiting coordinator, a card of introduction, and a report of weekly earnings made out by the pupil each week. Only the place of employment and the weekly earnings are recorded.

One of the continuation schools has two full-time placement secretaries or investigation and placement assistants, one for boys and one for girls, who have been appointed by the board of education especially for employment work. These workers have had experience both as teachers and as placement counselors. Openings are solicited by telephone, by circular, and by visit. All positions for girls are investigated, but boys are sometimes sent to firms that have not been investigated. Although all the teachers in the school are required to visit employers (see p. 152), a plan for getting from teachers information on employing firms for use in the placement office is not yet in operation. The records of these visits are in the main building of the continuation school, and the placement office is housed in an annex. Neither is a "vocational-information folder," which is filled out for each pupil entering the school, in the hands of the placement workers, as that, too, is filed in the main building. The placement workers depend upon their personal knowledge of the pupils desiring work, gleaned through interviews and through their acquaintance in the so-called employment class, which unemployed boys and girls of continuation-school age are required to attend 20 hours a week and which is in charge of the placement workers.<sup>15</sup>

A simple clerical test is given applicants who desire or appear fitted for clerical work. The registration card gives family and personal data—the applicant's reasons for leaving school, the continuation-school teacher's estimate of his ability and personality, his special interests, the results of tests, further school and work plans and work record—and contains the placement worker's comments. Each applicant is sent to the prospective employer with a return card of introduction and is called up on the telephone if no result of the application is reported. All follow-up is through the continuation school. An annual report is prepared for the director of continuation schools and a weekly one for the school principal.

<sup>15</sup> The supervision over the unemployed children in this class is general. There is no class instruction. The pupils take written tests and read books and magazines.

The following table shows statistics for boys and girls placed in various kinds of work by this continuation school, from December 1, 1923, to June 1, 1924:

*Applications, "orders," references, and placements of boys and girls in different kinds of work, Brooklyn Continuation School, December 1, 1923-June 1, 1924*

Kind of work	Boys					Girls				
	New applicants	Former applicants	Employers' "orders"	References	Placements	New applicants	Former applicants	Employers' "orders"	References	Placements
Total-----	517	820	895	1, 086	735	349	438	637	645	370
Errands and messenger work-----	65	82	192	225	155	-----	-----	9	6	6
Office-----	187	165	204	224	148	184	177	142	170	91
Stock and shipping-----	19	56	70	79	46	35	57	101	117	60
Trade-----	128	190	144	223	147	53	94	129	140	83
Factory-----	96	298	256	306	219	72	103	245	201	122
Miscellaneous-----	22	29	29	29	20	5	7	11	11	8

The Manhattan Trade School for Girls has a special employment worker trained and experienced in placement and a full-time assistant employment worker with training in employment and social work. The employment work is primarily for girls who have completed their course of training. "Drop outs" are not placed, and only a few part-time placements are made. Employers are well known, so that solicitation for positions, except in slack seasons, is regarded as unnecessary. All new firms are investigated (the form used in connection with this investigation is reproduced on page 127) before placements are made. No girl is given her diploma until she has completed three months' satisfactory work in her trade. Further intensive follow-up work is done through a semiannual questionnaire for five years after graduation. When replies are received the new data are entered on the girls' record cards, and records are kept up to date for all graduates. A card is also sent each employer soon after placement, inquiring in regard to the worker's progress. Girls who present problems are visited. A study of all graduates of the last 10 years is in progress, including the number of positions they have held, the type of work they are engaged in, the kind of changes they have made, wages, and so forth.

#### The Vocational Service for Juniors.

The placement work of the Vocational Service for Juniors is confined to residents of Manhattan. Of the three placement offices which it operates in the schools one serves the pupils of the continuation school where it is located; the second serves pupils in the continuation school where it is housed and any other 16 or 17 year old boy or girl in that section of the city; and the third, in the bureau of attendance of the public schools, places any boy or girl between the ages of 16 and 18 who is not a continuation-school pupil. (See p. 150.)



[illegible][illegible]

Actual size 8 by 5 inches!

The branch offices are assisted by a central office, which solicits openings and receives all employers' "orders." Each morning the counselor in charge of the clearance service in the central office telephones the branch offices, describing to each the employers' "orders" that the central office has received and ascertaining the type of registrants that the branch office has. Such of the employers' "orders" as the branch office can fill are allocated to it. When necessary the clearance service is requested to find openings for particular workers registered with the branch office. After each branch office has been reached in this way the procedure is repeated until all possible "orders" have been filled and all registrants have been placed. Unfilled "orders" are redistributed. The clearance service is also responsible for the investigation of new openings. If no recent report on the firm is on file the clearance service delegates a counselor from a branch office to visit and report. A study of working conditions and a rough job analysis with special emphasis on opportunities for advancement and training are made for each new position investigated. The solicitation of openings is handled by the central office by means of a form letter to a selected list of employers, by telephone, or by personal visit.

Records are carefully and completely written up and are kept current. The filing system is practically identical for the three offices. Employers' "orders" and applicants' registration cards are filed alphabetically. The registration card (see p. 130) is cross-filed by occupation as long as the case remains active. Each branch office sends a daily report (see p. 129) to the director, who transmits a weekly report to the principals of the schools where the employment offices are located and to the State commissioner of labor.

The procedure in the three offices is similar. Each registrant is interviewed in a private office by the placement worker, and registrants not bringing recommendations from the vocational counselors of the Vocational Service for Juniors are given advice and guidance. The registrant's social and economic background, his school record and previous industrial history, and his interests and ambitions are inquired into during the interview. In the two offices situated in continuation schools, school records and teachers' estimates of ability and personality are readily available. Care is taken to insure the proper certification of all children of work-permit age. Special soliciting is undertaken for gifted children or for those with well-defined vocational interests. Applicants suspected of mental defects or subnormality are given mental tests by the staff psychologist, and psychopathic cases are sometimes referred to clinics. Handicapped children are sent for placement to one of several bureaus in the city placing the mentally or physically defective. Applicants who are over age are referred to the employment office of the State department of labor or to private bureaus. Sometimes boys wishing to enter trades are sent to union headquarters. Opportunities for vocational training are pointed out to each registrant by the placement workers, each of whom has in her possession a directory of vocational-training schools and courses in New York City published by



Two weeks after placement the officer sends the junior a post card asking him for a report on his new position. If no answer is re-

ceived within 10 days a letter is sent asking the worker to report at the office. No further attempt to reach the child who fails to respond is made until six months after placement when a visit to the employing firm is made through the central clearance service. If a registrant has not been advanced during the six-month period and a better position for which he is qualified is available the child is replaced.

<sup>13</sup> Opportunities for Vocational Training in New York City. Vocational Service for Juniors, New York City, 1924.

An evening office hour is held for follow-up purposes, but some of the branch offices can not be opened at night and are obliged to hold

*Face of registration card, Vocational Service for Juniors; New York*

NAME				Date applied		Work desired		Min. Wage																					
				Address		Floor		Age		Future Work Plans																			
Tel. No.		Referred by		C. I. P.		Wh. Col.		Age to U. S.		Age Began Work		Height		Weight		Apparent Defects		General Health											
Date of Birth		Birthplace		C. I. P.		Wh. Col.		Age to U. S.		Age Began Work		Height		Weight		Apparent Defects		General Health											
Father's Name		Birthplace		Cit. Alien		Occupations: Father		Mother		Other Members																			
Public Day School Attended		Grade		Date of Leaving		Reason for Leaving																							
Other Training																													
Continuation School				Subject				Session				Teacher				R. No.													
Day																													
Teacher's Estimate and Recommendations										Further School Plans																			
Tests: Clerical		Arith.		Spelling		Geog.		Filing		Penmanship		Stenog.		Typ.		Ment. Alert. Name		Score		I. Q.									
POSITIONS										References																			
Date Employed		Time Employed Yr. Mos.		Name of Firm				Address		Trade or Business		Kind of Work		Weekly Wage		How Found		Reasons for Leaving D. R. L.O.											
Personal Qualifications				Remarks																									
neat				mature																									
untidy				immature																									
clean				dependable																									
dirty				diffident																									
alert				irresponsible																									
rac. type				sullen																									
"cocky"				indifferent																									
courteous				serious																									
rough				silly																									
refined				attractive																									
Counselor										Vocational Service for Juniors New York City										Signature of Applicant									
																				Address									

Form B-6 Employment Registration Card

[Actual size 8 by 9½ inches]

their evening office hour at the central office, a procedure which costs them a number of contacts.

Relations with employers are developed chiefly through the visits of the staff to employing firms. Organized labor is represented on an advisory committee of the organization. The director speaks before groups of school officials, employment managers, social workers, and others on the work of the Vocational Service for Juniors, and one member of the staff gives about half time to publicity work.





*Age, schooling, and industrial record of new registrants, Vocational Service for Juniors, September, 1923-February, 1924*

Item	Total	Boys	Girls
Total new registrants.....	3, 133	1, 605	1, 528
Age:			
Under 16.....	1, 733	911	822
16 and over.....	1, 400	694	706
Schooling:			
Less than eighth grade.....	1, 446	801	645
Eighth-grade graduate.....	709	316	393
Had attended high school.....	923	475	448
High-school graduate.....	55	13	42
Continuation-school attendance:			
Required.....	2, 429	1, 284	1, 145
Not required.....	704	321	383
Industrial record:			
Had worked before.....	2, 310	1, 276	1, 034
Had not worked before.....	823	329	494

*Kinds of occupations represented in employers' "orders," Vocational Service for Juniors, September, 1923-February, 1924*

Kind of occupation	Total	Boys	Girls
Total.....	6, 292	3, 108	3, 184
Office.....	1, 271	584	687
Mercantile.....	781	361	420
Factory.....	2, 210	850	1, 360
Trade.....	437	184	253
Errands.....	1, 304	958	346
Part-time.....	187	113	74
Miscellaneous.....	102	58	44

**The Juvenile Placement Bureau of the New York State Department of Labor**

According to the State law creating the juvenile placement bureaus which have been established in connection with the local offices of the New York State Public Employment Bureau their purposes and functions are "to provide information concerning vocational and trade training, the conditions and processes in industry, to give advice tending to help keep juveniles in school, and assist in such other ways as will contribute to the welfare of juveniles. When juveniles, after leaving school, are seeking positions, the juvenile placement department shall use its efforts to procure the best opportunity for such applicants in accordance with the State law regulating work certificates and age limits."<sup>17</sup>

As a part of the State department of labor the juvenile placement bureaus enjoy the advantages of an organization which has a many-sided contact with changing industrial conditions, through its associations with employers' and employees' organizations as well as by virtue of its powers of inspection and supervision, its special study of women's work, the administration of workmen's compensation laws, the compilation of employment statistics, and the placement of adults. These bureaus endeavor to work in close cooperation with the schools on the theory that in effective placement the intimate knowledge of industry possessed by labor departments must be sup-

<sup>17</sup> New York, Consolidated Laws, 1909, vol. 3, ch. 31, sec. 66-j, as added by Laws of New York, 1914, ch. 181, and amended by Laws of New York, 1917, ch. 749.



plemented by the intimate knowledge of the child that the schools possess, and that the experience of the labor department is of value to the schools for purposes of industrial information and as a check on trade courses and commercial schools.

In New York City the juvenile placement bureau of the State department of labor operates seven offices. Four of these are in Brooklyn. The main office, with a staff of two placement workers and a clerk, handles the placement of continuation-school children as well as children between 17 and 18 years of age who have completed continuation school, high-school "drop outs," and high-school graduates under 18 years of age; two suboffices, each with one placement worker, are located in continuation schools and place pupils attending those schools; another suboffice, also with one placement worker, is located in the same building with a certificate-issuing office and places children who are not required to attend continuation school. Another main office with a staff of three placement workers is in Manhattan. It receives applications from any children residing in Manhattan, including some children attending the two Manhattan continuation schools, in which placement offices are maintained by the Vocational Service for Juniors. The sixth State office is in the Queens continuation school and the seventh in the Bronx continuation school; each, with a staff of one placement worker, handles the placement of pupils in the schools where they are located. The main offices in Brooklyn and in Manhattan remain open throughout the summer to place high-school graduates and continuation-school pupils during the period when the school offices are closed and also children who leave school in June but are not required to attend continuation school until September. The suboffices close on July 15, and the workers are returned to the two main offices. Each of the main offices occupies one entire floor of the building in which it is housed, but the suboffices have only a room or part of a room in a school building.

All the Brooklyn offices work together closely and exchange "orders," as do those in New York. With the opening of branch offices a plan for clearance has been devised but has not yet been put into operation.

The following table gives statistics of placement in six of the offices for a 12-month period:

*Registrations, renewals, "orders," references, and placements, June 1, 1923-May 31, 1924, at offices of juvenile placement bureau, New York State Department of Labor*

Items	Bronx <sup>1</sup>			Brooklyn			Manhattan		
	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls
Registrations.....	1,387	917	470	4,772	2,775	1,997	1,884	1,084	800
Renewals.....	625	430	195	2,746	1,818	928	2,671	1,592	1,079
Employers' "orders".....	2,070	1,427	643	7,793	4,752	3,041	5,519	3,310	2,209
References.....	1,945	1,333	612	7,218	4,574	2,644	4,730	2,775	1,955
Placements.....	1,337	895	442	4,664	2,860	1,804	3,450	2,055	1,395

<sup>1</sup> The Bronx office was opened July 1, 1923.

Registrants are referred to these offices by schools and various social agencies, which the bureau supplies with blank cards for this purpose. Where the offices are located in continuation schools placement workers and teachers work in close cooperation.

The policy and general procedure are identical for all the offices. All forms and record blanks are supplied by the State. Boys' and girls' cards are of different colors and are kept in separate files. They are filed numerically by occupation, and an index file by name is kept. The names of children who have applied within three weeks are kept separate and are filed according to the kind of work desired. Employers' "orders" are filed alphabetically and cross-filed by occupation. Records of visits to employers are filed alphabetically and cross-filed by industry. "Orders" for the day that have not been filled are filed in a box which is kept before the placement worker.

As a part of the State employment organization the juvenile placement offices are assisted in obtaining employers' "orders" by the routine canvassing undertaken, in regard to any particular establishment, for the organization as a whole. In addition, each of the offices solicits positions by telephone, by visit, by special letters describing the qualifications of unusually good registrants, and by form letters sent in answer to advertisements and to lists of employers obtained from employers' associations.

Minors up to the age of 18 are accepted for placement, and all registrants must furnish proof of their age. The placement worker's knowledge of the registrant is obtained from a personal interview, and school records or reports from teachers are obtained from registrants who are continuation-school pupils. It is the policy of the New York State Department of Labor to handle juvenile registrations whenever possible at continuation schools and not at the main employment offices. The placement worker, therefore, can immediately obtain first-hand information concerning the applicant, including an oral report from his teacher. The length of the first interview depends on the registrant and his problems but is usually from 15 minutes to half an hour. The registration card <sup>18</sup> (see p. 135) calls for information on the child's physical equipment, schooling, home background, plans for future training and work plans, for his employment history if he has worked before, and for general comments on his appearance and personality. This information is supplemented by simple clerical and typing and stenographic tests. The offices are not equipped to give physical or mental tests, but where either physical or mental defect is suspected the registrant is sent to a cooperating agency prepared to make the requisite examination. Neither do the offices attempt to do home visiting, not only because of staff limitations but also because it is believed that social case work is a special service, which the placement specialist is not necessarily trained to give. Where such work seems necessary or desirable the placement offices request the services of a cooperating social agency.

At the time of registration the possibilities of further education and training are discussed with each child. An attempt is made to encourage children who have just left school to return, but it is usually found to be too late to persuade them to do so. A registrant

<sup>18</sup> This card is being revised in order to conform more nearly to the requirements of the continuation-school offices.



Face of registration card, juvenile placement bureau, New York State Department of Labor; New York

NEW YORK

135

NAME		ADDRESS		FLIGHT		TELEPHONE		CARD NO.		CLASSIFICATION	
FIRST NAME OF FATHER		MOTHER		WORK DESIRED		MIN. WAGE		CLERK		REFERRED BY	
DAYS APPLIED		AGE								C WHITE J P NEGRO	
										DATE OF BIRTH BIRTHPLACE AGE AT COMING TO U. S.	
										DATE W. P. AGE BEGAN WORK FATHER'S BIRTHPLACE ALIEN CIT.	
RENEWALS		Clerk								HEIGHT WEIGHT GENERAL HEALTH APPARENT DEFECTS	
				NAME OR NO.		ADDRESS		COURSE		GRADE DATE OF LEAVING AGE REASON FOR LEAVING	
				SUBJECTS LIKED BEST		SUBJECTS LIKED LEAST		TEACHER'S ESTIMATE		SPECIAL TRAINING (SCHOOL, SUBJECTS, PERIOD, ETC.)	
				SPECIAL INTERESTS							
				CLERICAL TEST							
				OTHER HANDWRITING ARITHMETIC SPELLING GEOGRAPHY LETTER FILING							
				OTHER TESTS							
				FURTHER PLACE STENO. TYPING BOOKKEEPING FILING OTHER							
				SCHOOL PLANS							
				WORK PLANS							
				HOME BOARD							
				OCCUPATIONS							
				FATHER							
				MOTHER							
				OTHER MEMBERS							
PERSONALITY AND GENERAL REMARKS (SPECIAL QUALIFICATIONS, LANGUAGES SPOKEN, ETC.)											

State of New York—Dept. of Labor. D.O.E. No. 14 J.P.B. 10-30-22-10,000 (20-2048)

SIGNATURE OF APPLICANT

[Actual size 8 by 5 inches]

Reverse of registration card, juvenile placement bureau, New York State Department of Labor; New York

TRADE RECORD

DATES EMPLOYED	HOW LONG	NAME AND ADDRESS OF EMPLOYER		INDUSTRY	KIND OF WORK	WEEKLY WAGES	T. OR P.	HOW FOUND	REASON FOR LEAVING
		NAME	ADDRESS						
FROM									
TO									

REFERRED TO

Clerk	NAME OF EMPLOYER	DATE	Result	REMARKS

MEMORANDA

[Actual size 8 by 5 inches]



who signifies his willingness to attend night school is given a card of introduction to the nearest night school on which is noted the course he desires to take, and if the card is returned signed by the school authorities the fact of enrollment in night school is noted on the registration card. The placement worker endeavors to make such contacts with the registrant that he will be glad to return to the office for further advice and assistance, and each is told that he will receive a card notifying him of the evening office hours.

The placement worker examines both her file of open jobs and her old "orders"; if neither yields a position of the kind desired she calls on the telephone employers who are likely to have such positions. At least five or six attempts are made to place the registrant in the work he wishes to do, and he is not offered another kind of work unless the placement worker is assured that the kind he desires is not to be had. If employment conditions make it necessary for a registrant temporarily to take work in which he is not interested or for which he is not fitted he is advised to keep in touch with the office.

When a child is referred to a position he is given a return card of introduction to the employer, who is usually notified by telephone that the applicant is coming. The placement worker always telephones the prospective employer if the applicant has some defect of personality which would be likely to handicap him in a first interview. A card giving the result of the application is also sent to the agency that refers the child.

After a child has been working three weeks he receives an invitation to come to the office during evening office hours, which are once a week from 5 to 7.30 o'clock. Half the children are said to respond. In these evening office hours each child is interviewed by the placement worker, who checks up on the kind of work he is doing, the hours, and the wages, and discusses future plans. Children are urged to attend evening school and are assisted in selecting studies related to the work in which they are interested. The worker's health also receives consideration, and he is directed to dental and other clinics where he may receive help. Six months after placement a form letter is sent to each registrant making inquiries in regard to his work and reminding him of the evening office hours. If a child is dissatisfied with his work the placement worker seeks the cause, and wherever possible or desirable the cooperation of the employer is sought in making readjustments. Registrants are notified by card of openings in which they may be interested, and if opportunities for work for which they are especially fitted or trained are available they are advised to accept the more suitable positions. All information received in the course of the follow-up is entered on the registration card. The offices follow up continuation-school children through cooperation with the teachers, who visit the pupils in their homes. (See p. 152.)

Members of the staff of the various offices visit employing establishments to solicit openings and to ascertain working conditions. (For the report form used in connection with such investigations see p. 138.) Under a ruling of the State department of labor no minor under 18 may be sent to a place which has not been investigated. When new employers call the office consults the industrial-informa-

Form used by juvenile placement bureau, New York State Department of Labor, in the investigation of establishments employing juniors; New York

NAME		ADDRESS		TEL.		BUSINESS		FLOOR	
M. F. TOTAL		M. F. TOTAL		M. F. TOTAL		M. F. TOTAL		M. F. TOTAL	
NORMAL OFFICE FORCE		NORMAL SHOP FORCE		MAX. SHOP FORCE		OVERTIME		HOMESWORK	
SEASONS		BULL		HRS. SUMMER		P. M.		MRS. CHILDREN UNDER 18	
HOURS		A. M. P. M.		SATURDAY		HRS. TOTAL WEEKLY		POSTURE AT WORK	
NATIONALITIES		PREDOMINANT		ANY REFUSED		UNION		YES	
M. F. TOTAL		M. F. TOTAL		M. F. TOTAL		M. F. TOTAL		M. F. TOTAL	
MIN. AGE OF WORKERS		METHOD OF TEACHING LEARNERS		BUILDING		TYPE		STAIRS	
LABOR LAWS		POSTED		ENFORCEMENT		CLEANLINESS		ELEVATOR	
WORKPLACE		LIGHTING		VENTILATION		SPACE		FIRE PROTECTION	
KINDS OF WORK FEMALES		WEEKLY WAGES		KINDS OF WORK MALES		WEEKLY WAGES		TOILETS	
MIN. MAX. T. P.		MIN. MAX. T. P.		MIN. MAX. T. P.		MIN. MAX. T. P.		MIN. MAX. T. P.	
LEARNERS		LEARNERS		LEARNERS		LEARNERS		LEARNERS	
REMARKS (FINES, TOOLS, UNIFORMS, WELFARE, ETC.)		DATE OF INTERVIEWS		VISITOR		SOURCE OF INFORMATION			
NAMES AND TITLES OF PERSONS HIRING HELP		B O E No. 18 - V. P. D. Employers Record		12-6-18-500 (20-1326)					
State of New York - Ind. Com.									

[Actual size 8 by 5 inches]



tion service maintained by the division of employment of the State department of labor to ascertain whether the firm has been investigated by some cooperating agency. If not, a visit is made and the results entered on the standard form provided for the industrial-information service.

In the course of the investigations of new firms intensive studies of selected industries and occupations are made by members of the staff for the purpose of educating the placement workers, of giving other placement offices the benefit of the experience of the State offices, and of supplying the schools with vocational information. Studies of mechanical drawing, millinery, spectacle optics, jewelry making, the knit-goods industry, lamp-shade making, and radio making have been completed. All the completed studies are filed in the office of the State bureau of women in industry.

### THE INDUSTRIAL-INFORMATION SERVICE

In addition to the employment bureaus which it operates the division of employment of the New York State Department of Labor contributes further to junior placement work in New York City through the maintenance of an industrial-information service. This service gives assistance to any organization in the city doing junior employment work. It makes no investigations itself but keeps on file on a standard form a record of all investigations made by cooperating bureaus and gives out information on individual establishments to inquiring employment offices. Violations of law observed in the course of inspections are noted on the investigation card and are reported by the industrial-information service to the bureau of factory inspection. The service also acts as a clearing house for occupational studies, since cooperating bureaus before undertaking special studies ascertain through the service whether or not a similar study has already been made.

### VOCATIONAL-INFORMATION CLASSES

#### School Courses in Vocational Information.

Several high schools either give a course in occupations or introduce a somewhat extensive study of vocations in courses in community civics or "local industries." In other schools vocational information is given only in assembly talks by persons engaged in various vocations, or in informal talks by teachers, grade advisers, placement workers, and others, except in a few where vocational material has been introduced in English, geography, civics, economics, or other courses in the regular school subjects. A class in trade ethics is conducted by the chief employment worker at the Manhattan Trade School.

In those schools in which a somewhat formal study of occupations has been introduced no syllabus is in use. The course is prepared by the teachers, who represent various departments.

In one of the Brooklyn commercial high schools a course in "local industries," required for five periods a week in the second term, includes the following topics:

- Neighborhood industries and occupations.
- Motives that prompt men to work.
- Advantages of Brooklyn as a center of industry.

Local geography.

Labor supply—Sources, kinds, and problems.

Problems of housing, feeding, transportation.

Leading industries of Brooklyn.

Description of typical industries. Organization, kind of labor—sex, race, age—use of machinery, hours, wages, output, volume, where and how marketed.

Relative advantages and disadvantages of hand and machine labor.

Relative advantages and disadvantages of large and small establishments.

Wages—Kinds, terms, conditions, reasons for variations.

Labor organizations and their purposes and methods.

Money value of education.

Choosing a vocation.

The topics dealing with elementary economics are presented by the teacher. Pupils obtain information on the industrial life of Brooklyn through visits to factories, shops, stores, and so forth, and by interviews with persons engaged in particular occupations, as well as from reports and standard books on industries and occupations. They are encouraged to make oral and written reports and to prepare charts, maps, and so forth.

In the Julia Richman High School a vocational-civics course is given five periods a week in the second half of the first year. The course is offered as an elective but is required for girls who are below the average in mentality or who are planning to leave school before completing their high-school course. No text is used, but considerable reference reading is required. The teacher has had employment experience, practical experience in office work and as a saleswoman, and was coordinator in a cooperative high school for several years. The course covers office work, store positions, telephone work, and the garment industry and includes lessons on the labor laws, industrial history, elementary economics (e. g., how wages are determined), and how to apply for a position. The usual method of treating each of the main classes of occupations consists of listing in class the different positions or occupations under each and making out job specifications for each position on the basis of outside reading; visits to establishments arranged by the teacher, followed by written reports and class discussion; interviews with workers in the occupation, based on questions that have been worked out in class; a class discussion of the education and training required for each position. In addition to the main groups of occupations studied, occupations are selected for study by "committees" on one of which each member of the class serves. These occupations vary with the class; one class, for example, selected library work, hair-dressing, bookselling, occupations open to girls interested in cooking, music, interior decorating, office-machine operating, and the teaching of gymnastics. The committee visits establishments or persons engaged in the work and reports to the class, the members of which are required to take notes. Application for a position, as in many courses of this kind, is usually dramatized.

#### Classes in Occupations Conducted by the Vocational Service for Juniors.

The Vocational Service for Juniors has prepared a series of lessons on occupations and kindred subjects which are given by counselors of the service in the schools where they are at work. One lesson a week is given throughout the school term in the seventh or



eighth grade, prior to the selection of courses for the eighth grade or for senior high school. The course covers the following ground, with special emphasis on training for different types of occupations as related to the choice of a school course:

Reasons why people work.

A brief historical sketch of the development of the modern industrial system.

Classification of occupations according to the types of industry and the amount of skill involved.

Professional work.

Clerical work.

Technical work (technical professions and skilled trade work, emphasizing the advantages of skilled as compared with unskilled work).

How to choose an occupation.

Danger of blind-alley jobs.

Educational opportunities of New York City. (Statement of the courses offered in the various high schools and what they prepare for.)

The occupational talks given by the counselor appointed by the board of education to work in three elementary schools have been described on page 120.

### SCHOLARSHIPS

The Vocational Service for Juniors administers the largest scholarship fund in New York City. In the year ended June 1, 1924, the organization expended \$25,255.42 in scholarship grants, including amounts spent for health or relief for children receiving scholarships but not including expenses of administration. Because of the great demand and its limited funds the service confines its scholarships to children living in the Borough of Manhattan.

Approximately 100 scholarships a year are awarded. The service issues the following statement<sup>19</sup> in regard to scholarships:

To be considered for a scholarship a child must be between 14 and 18 years of age, eligible for working papers, and must plan to remain in school long enough to round out a definite course of training.

The amount of individual grants varies from \$3 to \$6 a week. This sum is intended to cover the additional expenses of car fare, books, luncheons, better clothing, etc., entailed in further school attendance, and as a partial contribution to the family income in lieu of the wages the child would earn if at work. In no case is a child given as much as he would earn at a full-time job. Scholarships are not awarded where the economic status of the family is so low as to require relief, unless relief is being furnished by another agency.

Applications for scholarships are received from the school counselors and occasionally from the placement counselors, as well as from a large number of social agencies.

A careful preliminary investigation is made of each applicant. Home visits are made and the economic condition of the family ascertained. The child's past school record is looked into, and all applicants are given a psychological test. Promising candidates are then referred to the scholarship committee, where awards are determined.

Scholarship grants are paid at a weekly conference, and by this means the counselor is in constant contact with all the child's interests and activities. When each scholarship is granted the child is given a careful medical examination and any necessary remedial treatment obtained for him. His school record is frequently checked so that his continuous progress may be determined, and an effort is made to straighten out any difficulties that may arise in his school or social adjustments.

Throughout the period during which a child is receiving a scholarship he is encouraged to feel that he may call upon the counselor for advice and assistance at any time.

<sup>19</sup> The Vocational Service for Juniors, New York City, January, 1924, pp. 5-6.

Preference is given to specially gifted children and, to a limited degree, to mentally or physically handicapped children for whom a definite course of training leading to self-support can be mapped out. Summer outings of two weeks or more are provided for most of the children on scholarships. Older children in good physical condition are encouraged to work during vacations, but after-school and Saturday work is usually discouraged. With a view to stimulating interest and leadership in the industrial world the service has organized a Saturday morning class in elementary economics and social studies for a selected group of scholarship children. All scholarship children are followed up each year for five years.

Between February 2, 1919, and January 31, 1924, 266 scholarships were granted. The following table shows the age and sex of the children receiving scholarships from the Vocational Service for Juniors from February 2, 1919, to January 31, 1924:

*Age and sex of children receiving scholarships—Vocational Service for Juniors, February 2, 1919, to January 31, 1924; New York*

Age of child	Total	Male	Female
Total.....	266	130	136
13 years.....	5	1	4
14 years.....	135	68	67
15 years.....	85	46	39
16 years.....	27	10	17
17 years.....	12	5	7
18 years.....	2	—	2

The following table shows the kinds of training for which the scholarships of the Vocational Service for Juniors were given, classified by the intelligence quotients of the children receiving them:

*Kinds of training for which scholarships were granted, Vocational Service for Juniors, February 2, 1919, to January 31, 1924; New York*

Intelligence quotient of child	Kinds of training								
	Total	Trade	General	Com- mercial	Techni- cal	Fine arts	Indus- trial art	Ele- men- tary school	Teach- er's train- ing
Total.....	266	73	52	99	23	1	6	11	1
Below 90.....	54	26	4	15	2	—	2	5	—
90 to 99.....	41	15	7	14	2	—	1	2	—
100 to 119.....	118	21	35	41	15	—	3	2	1
120 and above.....	28	—	6	19	3	—	—	—	—
Untested.....	25	11	—	10	1	1	—	2	—

### THE USE OF MENTAL TESTS AS A FACTOR IN GUIDANCE

In comparison with the school population the amount of mental testing of school children in New York is small. Moreover, such testing as is being done is carried on by many different agencies, often independent of the school system, so that the work is unrelated and difficult to coordinate.



The three main testing agencies have been working from three different angles. The division of ungraded classes, a branch of the public-school system, is concerned only with the selection of children for special rooms for mental defectives; the department of research and measurement, likewise a branch of the school system, supervises in a general way the work of principals and teachers who give group testing for the purpose of classifying pupils of different mental ability into different teaching units; the Vocational Service for Juniors has in view the adjustment of children to the course of study best suited to their individual intellectual capacities and the modification of the rate at which they progress in accordance with their mental levels.

Under the direction of the inspector of ungraded classes a staff of five psychologists and two physicians examine children for the purpose of selecting those who are mentally incapable of remaining in the regular classes. The psychologists on the staff are subject to the New York State law on qualifications for such positions.<sup>20</sup> The physicians giving psychological tests are not subject to the requirements of the law. Cases are usually referred for examination by principals and teachers, but recently the procedure of giving a group test as a rough sieve in selecting candidates for the special rooms has been established. The Haggerty test is given to large groups of retarded children, and beginning with those making the lowest scores an individual examination by the Stanford-Binet scale is given to as many children as time permits. At the direction of the inspector a pupil of very low-grade mentality may be excluded from school attendance, or segregated in an ungraded room, or, if it seems desirable, placed in an opportunity or a prevocational class. (See pp. 148, 150.) Transfer to these types of classes is not always dependent on the results of a psychological test, however. Pupils of the ungraded rooms on reaching the end of the compulsory school attendance age are reexamined. The inspector then interviews the parents, tells them something of the child's limitations, and urges discretion in the selection of an occupation for him, emphasizing chiefly the necessity for supervision. Although no attempt is made to obtain employment for the child, an effort is made to persuade the child and parent to keep the inspector's office informed of his industrial progress. Considerable success has been attained in carrying out this measure of supervision.

Children entering a few of the high schools in which the principals are interested in the subject of testing are given group intelligence tests and are grouped on the basis of mental ability. The tests in use are the National, Otis, and Haggerty. Although the work is carried on under the general direction of the division of research and measurement, tests are given and scored by principals and teachers, whose training for the work consists of a series of two to six conferences at which instruction in the technique of administering tests is given.

<sup>20</sup> Two years of graduate study at an incorporated university or college and three years of actual clinical experience. A qualified examiner in mental defect is authorized to sign one of the two certificates of defect required under the law for commitment to an institution for the feeble-minded. The other certificate must, and both certificates may, be signed by a physician.

During the school year 1922-23 the psychologist on the staff of the Vocational Service for Juniors, with the consent and cooperation of the district superintendents and the principals of the elementary and junior high schools where their counselors had been placed, made group tests on 5,440 children. The National, Army Alpha, Otis, and Haggerty tests were used. All children making especially high or low scores in the group test and those whose score was inconsistent with their school marks were individually examined by the Stanford revision of the Binet scale. On the basis of these tests six schools were reclassified. The records are given to the principals of the schools concerned and to the counselors, who take them into consideration in giving children advice on the type of course to select. At present such advice is based on the tests in only a very general way, as no exact information on the intelligence required for success in different types of courses exists. The Vocational Service for Juniors is making a definite effort, however, to obtain data on the approximate intelligence levels necessary for success in different school courses by testing the entering and graduating classes of technical, commercial, and academic courses and comparing their median scores.

In addition to the work of these three examining agencies psychologists and graduate students of the psychology departments of Columbia University and of Teachers College who have been interested in working out particular problems have done a good deal of sporadic testing of New York school children, but in view of the research character of this work and its lack of practical unified results no effort is made to summarize it in this report.

## EMPLOYMENT-CERTIFICATE ISSUANCE IN RELATION TO VOCATIONAL GUIDANCE

Since September 1, 1921, when the responsibility for the issuance of employment certificates in the State was transferred from local health officers to superintendents of schools or their deputies, employment-certificate issuance in New York City has been under the direction of the bureau of attendance of the public-school system. This bureau is not organized for guidance or placement, nor does it attempt to utilize the process of certification for guidance purposes. Clerks who are not expected to give vocational advice issue the certificates, under the assumption that the granting of an employment certificate is a routine job in which it is necessary only to insist upon conformity with the law. The law in itself provides for a measure, at least, of supervision over the first year or two of a child's working life. The age and educational standards for certification are relatively high. No child under 14 years of age may leave school for employment, none under 15 may leave unless he is a graduate of the elementary school, and none under 16 unless he has completed the sixth grade.<sup>21</sup> All children who are not eighth-grade graduates must pass a test in reading and writing before an employment certificate is granted. All working children between 14 and 16 must obtain certificates, for which a promise of a position is required and which must be renewed with every change of employment. A minor of 16 years

<sup>21</sup> New York, Laws of 1921, ch. 386; Laws of 1922, ch. 464.



of age or older, on proof of age, is given an "over-age" certificate if the employer wishes it as a protection against employing children illegally. The law requires the employer to notify the issuing office within three days of the beginning of a child's employment. If the child is not shown through the employer's notification to be employed he is followed up and returned to school. All children who are required to attend continuation school (see p. 150) must be enrolled in the continuation school before they are given their final working papers.

Some of the issuing offices are located in continuation-school buildings, in most of which a junior placement office is maintained (see pp. 125, 126, 133). A few others are in other buildings where there are junior placement offices. When a child applies for a certificate at one of these offices before having a promise of employment (and preliminary working papers may be obtained before the child has a position) he may be referred to a placement office; but it is not obligatory upon the issuing officer to refer him, nor is he required to go, as in some other cities where a vocational-guidance organization either forms a part of, or works in cooperation with, the public-school system. (See pp. 281, 401.) In one of the issuing offices, however, since October, 1923, the State juvenile placement bureau has kept a placement worker throughout the year at a desk in the same room with the issuing officer for the express purpose of interviewing children who are taking out employment certificates but who are not now required to attend continuation school and who do not therefore have the benefit of the assistance and supervision given by the employment offices of the continuation school. In one or two of the other issuing offices, also, the Vocational Service for Juniors recently has stationed a counselor at graduation time, when unusually large numbers of children apply for certificates, to interview children as they wait in line.

Whether or not the requirement that the parent must apply in person for the child's discharge from school is taken advantage of to point out to parent and child the advantage of training and the disadvantages of too early wage earning depends upon the individual school principal, except in the few schools where counseling has been considerably developed. (See pp. 118-122.)

The physical examination which is required for an employment certificate is not given with special reference to the occupation that the child expects to enter, the law requiring only that to be eligible for a work permit a child must be in sound health and of normal development for his age. However, if the standard as to "sound health" is sufficiently rigid a child may receive as much protection as where the law requires specifically that he be certified as physically fit for the particular work he is to do. In one respect, however, the New York law requiring a physical examination for an employment certificate is not so valuable for guidance purposes as similar provisions in some other child-labor laws: The physical examination is required only for the first certificate and therefore does not provide a basis for advising a child to avoid an occupation which may have proved physically injurious.

The following table shows the methods by which children to whom employment certificates were issued obtained positions, classified by the type of certificate issued and the sex of the children:



*Method of obtaining position, children taking out certificates, by type of certificate and sex; New York<sup>1</sup>*

Method of obtaining position	Children to whom employment certificates were issued												
	Total				Original				Re-issue (regular)	Type not reported			
	Total	Regular	Vacation	Not reported	Total	Regular	Vacation	Not reported		Total	Regular	Vacation	Not reported
Total.....	6,886	6,578	193	115	4,518	4,327	97	94	2,002	366	249	96	21
Friend or relative.....	4,064	3,939	46	79	3,021	2,910	41	70	868	175	161	5	9
Application at employer's establishment.....	1,099	1,054	23	17	604	563	27	14	457	38	34	1	3
Advertisement in newspaper.....	683	675	3	5	359	353	3	3	304	20	18		2
Vocation bureau.....	95	94	1		30	29	1		61	4	4		
Other employment agency.....	293	292		1	124	123		1	157	12	12		
State, free.....	131	131			37	37			91	3	3		
Private.....	110	110			62	62			43	5	5		
Other.....	12	12			8	8			4				
Not reported.....	40	39		1	17	16		1	19	4	4		
School.....	194	173	14	7	79	73	4	2	95	20	5	10	5
Public.....	91	73	13	5	43	39	4		34	14		9	5
Parochial.....	8	7	1		3	3			4	1		1	
Private commercial.....	8	8			8	8							
Other.....	3	3			3	3							
Not reported.....	84	82		2	22	20		2	57	5	5		
Social agency.....	71	71			38	38			33				
U. S. Veterans' Bureau.....	1	1							1				
Not reported.....	386	279	101	6	263	238	21	4	26	97	15	80	2

<sup>1</sup> Based on records kept for the Children's Bureau by the bureau of attendance of the New York City public schools during part of 1922.

## THE SCHOOL ORGANIZATION AND CURRICULUM IN RELATION TO GUIDANCE

### DAY SCHOOLS

#### Junior High Schools.

The 6-3-3 plan of organization was inaugurated in the New York schools in 1918 after a number of years' experimentation with "intermediate schools." In October, 1922, there were 43 junior high schools, and 52 per cent, 43 per cent, and 25 per cent of all children in grade 7A in the Boroughs of Manhattan, the Bronx, and Brooklyn, respectively, were attending junior high schools.<sup>22</sup> In June, 1924, the number of junior high schools had increased to 45. Some of the junior high schools are housed with elementary grades. Ten of the larger schools have equipment for industrial work, and all are equipped with woodworking shops and domestic-science rooms.

Provision for individual differences has been made in the junior high schools not only through differentiated courses of study but also through a classification of pupils on the basis of ability. Where-

<sup>22</sup> Survey of the Junior High Schools. Report of the Committee Appointed by the Superintendent of Schools, pp. 11-12, 59. New York, 1923.

ever the number of pupils and local conditions make it possible to do so, junior high school pupils are grouped into "rapid-progress," "normal-progress," and "slow-progress" classes, generally on the pupil's scholastic record but in a few schools on the basis of mental tests (see p. 144). The system makes special provision for mentally superior children by giving pupils in good physical condition an opportunity to save a year of the school course by completing the work of the seventh, eighth, and ninth grades in two years. In October, 1922, 27 per cent of the junior high school register were in rapid-progress classes.<sup>23</sup> Slow-progress classes are organized according to one of two plans at the discretion of the principal of the school. Both these plans provide for a modified course of study, which can be completed by the slow pupils in the standard time—one omits certain subjects from the schedule, the other simplifies the syllabus in each subject.

In some of the junior high schools a fourth type of class has been organized for pupils 13 years of age or older who have been allowed to enter though they have completed only the fifth grade. These children are grouped according to age into classes known as vocational or adjustment classes and are given a modified course of study, but they form an integral part of the junior high-school organization. These adjustment classes emphasize academic rather than industrial or commercial training.

The following table<sup>24</sup> is of interest in showing the distribution of pupils in the rapid-progress and in the normal and slow progress classes, according to the course which they have selected:

Type of class	General course	Commercial course	Industrial course
	<i>Per cent</i>	<i>Per cent</i>	<i>Per cent</i>
Rapid progress.....	69	30	1
Normal and slow progress.....	38	1 50	12

<sup>1</sup> Twenty per cent of the pupils in normal and slow progress classes are in the commercial course that is planned for pupils who expect to leave school at the end of the ninth year. Very few of those in rapid-progress classes elect this course.

A choice of three courses—academic or general, commercial, and industrial—is offered wherever the size of the school and equipment permit, and each course is arranged so far as possible to meet the needs of rapid, normal, and slow moving groups. The academic course includes a foreign language or additional time devoted to English; one commercial course is designed for pupils who do not intend to continue their education beyond the junior high school, and another offers a foreign language as an elective; the industrial course offers prevocational training in manual occupations. Differentiation in courses begins with the seventh grade for those desiring to pursue the industrial course and with the eighth grade for pupils taking the commercial or the academic course.

The shop courses offered are different in different schools, but in one school or another boys may receive instruction in printing, elec-

<sup>23</sup> Ibid, p. 106.

<sup>24</sup> Compiled from Survey of the Junior High Schools, Report of the Committee Appointed by the Superintendent of Schools, p. 106.

tric wiring, sheet-metal work, machine-shop practice, advanced woodworking, trade drawing, and sign painting, and girls in domestic science, homemaking, millinery, dressmaking, and novelty work. The industrial course gives 10 or 12 periods a week to shop work. These courses give preparation for trade training or for the second year of a similar high-school course. Little or no provision appears to be made for tryouts in the various shop courses. Pupils are assisted in choosing their courses not by tryouts but by lectures, parents' meetings, advice from teachers, and circulars.

A number of studies have been made in the New York junior high schools tending to show that the junior high school organization has been successful in keeping children in school and in reducing the percentage of failures.

#### **Prevocational Classes.**

Eleven elementary schools have prevocational classes, where boys and girls of the seventh and eighth grades may try out the following kinds of shopwork: Sheet-metal work, printing, electric wiring, woodworking, plumbing, machine-shop practice, trade drawing, clay modeling, sign painting, and garment designing for boys; and dressmaking, millinery, novelty work, power-machine work, art weaving, homemaking, and industrial art for girls. Each pupil is required to enter a different shop each semester, though he is permitted to repeat during the second semester of the eighth grade any shop in which he has shown special aptitude. These courses are intended to help the pupil discover whether or not he is fitted to do industrial work and to enable him to gain some practical experience in various fields of manual work.

#### **Vocational Courses.**

The New York public-school system has three vocational schools for boys and a trade school for girls open generally only to those who have completed the eighth grade. All the courses in these schools meet the requirements of the Smith-Hughes Act and are aided by State and Federal funds.

The boys' vocational schools give two-year courses in a variety of trades and occupations. One of them offers the following trade courses: Automobile repair, maintenance, and operating; architectural drawing; mechanical drawing; printing; woodworking; machine-shop practice; electric wiring and installation; plumbing; sheet-metal work; forging and blacksmithing; pattern making; foundry practice; commercial and industrial design; plaster, clay, and wax modeling. Another gives courses in automobile repair and maintenance; architectural drawing; mechanical drawing; printing; woodworking; machine-shop practice; electric wiring and installation; electric-power distribution and maintenance; sheet-metal work; pattern making; forging and foundry work; shoemaking, hand and machine.

The Manhattan Trade School for Girls can accommodate comparatively few of those who desire to enroll. Hence applicants are selected on the basis of psychological and other tests. A vestibule class gives entering girls an opportunity to try themselves out for two to six weeks in power-machine operating, hand sewing, elemen-



tary dressmaking, and pasting. Courses approximately one and two years in duration are given in dressmaking, feather making, flower making, lamp-shade making, machine operating, manicuring and shampooing, millinery, novelty work, sample mounting, lunchroom work, cooking, and textiles. Half of the time is given to academic work. Each trade is analyzed into units of work, requiring on an average about 25 days for accomplishment, and in most trades 14 units are required before a girl is eligible for placement in the trade. Diplomas are given only after the graduate has given three months' satisfactory service "on the job."

Extension classes operated in connection with the girls' trade school give instruction in the simpler processes of the skilled trades to girls who do not do well enough in the tests to be recommended for enrollment in the trade school, yet show some aptitude for industrial work.

Of the 34 high schools all except 7 offer a general or an academic course. Five high schools are only or chiefly for commercial training, 20 or more others give three or four year commercial courses, and a few offer commercial subjects as electives in the last two years. Nine high schools offer four-year technical or industrial courses, including courses for girls in dressmaking, millinery and embroidery, costume illustration, and commercial design, and trade courses in food and cookery. One high school offers a course in agriculture. The Textile High School, open to boys and girls who are at least 16 years of age and have completed two years of high-school work, gives trade courses in general textiles, the marketing of textiles, costume designing, applied textile design, textile chemistry and dyeing, and textile manufacturing and engineering. The Haaren High School offers a part-time cooperative course in which pupils who have completed at least one year of high school alternate weekly between school and commercial employment, which is supervised by the school.

The board of education issues a set of pamphlets for distribution to eighth-grade graduates briefly describing the public high schools and trade schools in each of the boroughs of the city, with special reference to the vocations for which they prepare.

#### Special Classes.

The following list shows the kinds of special classes which the New York public-school system maintained in 1923-24 for mentally or physically handicapped children, and the number of classes of each kind:

Kind of class	Number of classes	Kind of class	Number of classes
Deaf -----	37	Sight conservation -----	51
Blind -----	6	Open air -----	135
Crippled -----	128	Ungraded (mental defectives) ---	305
Tuberculous -----	31	Hospital -----	3
Cardiac -----	33		

The enrollment in ungraded classes for mental defectives was six-tenths of 1 per cent of the net enrollment of the day schools, exclusive of continuation and teacher-training classes. One and six-tenths per cent of the public-school children in New York City were enrolled in a special class of some kind. Two of the vocational schools

have classes for cardiacs, in which boys are taught jewelry making and mechanical drawing and girls millinery and dressmaking.

In addition to the classes for mental and physical defectives the public schools in 1923-24 conducted 716 opportunity classes for coaching backward children in essential subjects in order that they might enter grades which are normal for their ages.

### CONTINUATION SCHOOLS

All employed minors under 17 years of age living in New York City, except elementary-school graduates who are discharged from full-time school after they have reached the age of 16, are required to attend continuation school, and all pupils beginning attendance must remain until they are 16 years of age. By 1928 all boys and girls under 18 who have not completed a four-year high-school course will be required to attend. The part-time school law has been in operation in New York only since 1920,<sup>25</sup> and the problem of organization, if judged from the standpoint of numbers alone, is of such magnitude, and the need for adaptation and expansion to meet new needs so continuous, that the continuation schools may be regarded as still in process of organization.

Eight schools under a full-time director of continuation schools have been opened—two in Manhattan, three in Brooklyn, and one in each of the three other boroughs. With the exception of two schools, which occupy factory buildings, they are housed in elementary-school buildings, in some of which elementary grades are also taught.

Pupils must spend two of the required four hours a week on academic subjects—arithmetic, English, history, hygiene, and civics—and two in vocational classes. Following is a list of the vocational courses given in each of the continuation schools:

#### SCHOOL I

Automobile mechanics and repairing.	Filing.	Printing.
Commercial.	Gas-engine repairing.	Sewing and dressmaking.
Electrical installation and practice.	Home making.	Stenography.
Embroidery.	Machine-shop practice.	Woodworking.
	Millinery.	
	Office practice.	

#### SCHOOL II

Automobile mechanics.	Home nursing.	Salesmanship.
Compositing.	Machine-shop practice.	Sewing and dressmaking.
Cost estimating.	Millinery.	Typewriting and office practice.
Electric wiring and in- stallation.	Press work.	Woodworking.
Home making.	Printing.	
	Proof reading.	

#### SCHOOL III

Applied electricity.	Electric wiring and in- stallation.	Office practice.
Automobile mechanics.	Home making.	Salesmanship.
Gas-engine repairing.	Mechanical drawing.	Sewing.
Bookkeeping.	Millinery.	Stenography.
Costume designing.	Novelty work.	Typewriting.
Dressmaking.		Woodworking.

<sup>25</sup> New York, Laws of 1919, ch. 531, as amended by Laws of 1924, ch. 524.

## SCHOOL IV

Advertising.	Ladies' garment design- ing.	Printing.
Automobile mechanics.	Merchandising and sales- manship.	Radio construction.
Blue printing.	Millinery.	Safety devices.
Calculating-machine op- erating.	Novelty.	Sewing and dressmaking.
Construction.	Office practice.	Shop work.
Economics.	Pattern drafting.	Sign painting.
Electric wiring.	Pattern making.	Switchboard operating.
Embroidery.	Poster design.	Tool design.
Filing.	Power-machine operat- ing.	Toolmaking.
Home making.		Typewriting.
Hygiene.		Wood carving.
		Wood turning.

## SCHOOL V

Adding-machine operat- ing.	Home making.	Mimeograph operating.
Dressmaking.	Merchandising and sales- manship.	Typewriting.
Electric wiring.	Millinery.	Woodworking.

## SCHOOL VI

Banking.	Machine-shop practice.	Sewing and dressmaking.
Blue printing.	Millinery.	Stencil cutting.
Bookkeeping.	Novelty.	Stenography.
Care of babies.	Office practice.	Switchboard operating.
Domestic science.	Operating calculating machine.	Typewriting.
Electric wiring and in- stallation.	Mimeograph operating.	Wood turning.
Filing.	Hectograph operating.	Woodworking (house framing, roof framing, carpentry and joinery, cabinet making, wood polishing).
Home making.	Pamphlet binding.	
Home mechanics.	Paper cutting.	
Home nursing and first aid.	Pattern making.	
	Printing.	

## SCHOOL VII

Banking.	Home making.	Typewriting.
Power-machine operat- ing.	Machine-shop practice	Woodworking.
Electric installation and practice.	Mechanical drawing.	
	Office practice.	
	Stenography.	

## SCHOOL VIII

Advertising.	Gas-engine mechanics.	Plumbing.
Cooking.	Home nursing.	Poster work.
Dressmaking.	Household arts.	Printing.
Electric installation and practice.	Joinery.	Shopwork.
Garment designing.	Millinery.	Sewing.
	Machine-shop practice.	Woodworking.

One of the schools holds classes in the Manhattan Trade School, where pupils have the advantage of the equipment used in the regular trade courses. Inasmuch as pupils are continually entering and withdrawing instruction is necessarily individual, and a pupil works on an assignment until he completes it.

Provision for the correlation of both academic and vocational courses with the pupil's occupation is made so far as is possible in an incomplete organization. Entering pupils in most of the schools are received in a preparatory class for one to three sessions prior to decisions in regard to their vocational courses. During his stay in this class the pupil works on a set of lessons which include an ex-



planation of the purpose of the continuation school and of the part-time law, a review of occupations for boys and girls, with reading references, the writing of a letter of application for a position, and the solution of a few problems in arithmetic. He is personally interviewed by the preparatory-class teacher, who, on the basis of the interview, the result of the tests described, and the child's vocational preferences, advises him as to his course and assigns him to his classes. In at least one school the preparatory-class teacher is kept in touch with the pupil through a report from his vocational teacher at the end of six weeks and periodically thereafter if the pupil seems to be a misfit in the work to which he has been assigned; and the preparatory-class teacher recommends transfers if the original assignments appear unsatisfactory. In most of the schools, however, the preparatory-class teacher has no further contact with the pupil, and the responsibility for all assignments after the first is diffused among the pupil's various teachers or is given to a clerk, who makes the assignments on the basis of the pupil's success or failure in the courses in which he has been enrolled. Where there is no preparatory class the number of pupils is small enough to enable the teacher in charge of the school to interview and assign them to classes immediately upon registration.

Several schools have introduced "lessons in vocational guidance," covering such topics as "seeking the job," "blind alleys," "the application blank," "signing a contract," "study of an application," "health and the job," "relation of recreation to the job," "relation of the job to good citizenship," "the civil service," "how New York State protects its young workers," "how New York State protects injured workmen," "hours of labor," and "educational opportunities for aiding young workers." These are used as a basis for written lessons and class discussion.

All continuation-school teachers are expected to act as vocational counselors to the pupils in their charge and in order to prepare them for this work are required to have had special courses in vocational guidance or allied subjects. They are also required, in accordance with a recommendation of the State commissioner of education, to spend some time daily in visiting the homes and the employers of their pupils. The visit to the employer has the twofold object of increasing cooperation between employers and the continuation school and collecting information for teaching purposes and in some schools for assistance in placement. Its success depends to a considerable degree upon a somewhat specialized knowledge and technique, which vary with the individual teacher.

The special facilities for placement maintained in seven of the continuation schools have been described. (See pp. 125, 126, 133.) In the other school, which is comparatively small, placement is carried on by teachers.

## SUMMARY

No centralization of the activities developed in the public-school system of New York City for the guidance of school children and of boys and girls entering employment has been effected, though proposals to establish a vocational-guidance bureau in the public schools have been submitted to the board of education. The public schools, the New York State Department of Labor, and a large

number of private philanthropic agencies carry on various phases of vocational guidance and placement, and even the work done in this field by the public schools is but little coordinated. The principal private agency in the city engaged in vocational guidance, the Vocational Service for Juniors, and the State department of labor in the conduct of its local juvenile placement bureau cooperate with the school system by putting counselors or placement workers in individual schools.

The bulk of the vocational-guidance work is small in comparison with the number of children to be served. Only a few elementary or junior high schools—chiefly those in which the Vocational Service for Juniors conducts a demonstration program—and even fewer senior high schools have vocational counselors. The board of education has appointed a limited number of “teachers in excess” and “investigation and placement assistants” to act in this capacity. Both these and the counselors provided by the Vocational Service for Juniors give full time to counseling, and most of them have had experience in vocational-guidance and employment work. In the few schools in which they are at work they do intensive vocational and educational counseling with individuals.

Placement has received considerably more attention than has counseling. A number of private agencies carry on employment work for special groups of children. In addition, the public schools, the State department of labor, and the Vocational Service for Juniors all maintain organized placement bureaus for school children. Although the field is fairly well apportioned among these bureaus there is some overlapping of the groups served. The bulk of the organized placement work is for continuation-school pupils; one or another of the agencies maintains a bureau in seven of the eight continuation schools. Many individual schools conduct more or less systematic employment work for their own students and graduates. A “coordinator for high-school placement,” appointed by the board of education and in charge of a central high-school placement office, confines his work mainly to finding part-time or vacation work for high-school students and to placing high-school “drop outs.”

The school organization permits a considerable amount of adaptation to the needs of individuals. A few of the elementary schools have prevocational classes for trying out the vocational aptitudes of children in the seventh and eighth grades. The 6-3-3 plan has been put into operation for approximately one-fourth of the school enrollment of the seventh, eighth, and ninth grades. Over-age children who have completed the fifth grade are admitted to some of the junior high schools in adjustment classes, where they receive the benefits of participation in the junior high school organization, and in some of the junior high schools children of more than average ability are placed in rapid-progress classes. In some of the junior and senior high schools pupils are classified according to individual ability, but in comparatively few is this classification based on the results of intelligence or other standardized tests. The high schools and trade or vocational schools for both girls and boys offer a variety of vocational training, and the continuation schools are gradually being organized with the vocational-guidance aim definitely in mind.





## CHICAGO

### HISTORY OF THE VOCATIONAL-GUIDANCE MOVEMENT

The vocational-guidance bureau of the Chicago public schools had its origin in the bureau of vocational supervision established for children by the department of social investigation of the Chicago School of Civics and Philanthropy in 1910 as a result of a study by that department of the problems of truancy and nonattendance in the Chicago schools.<sup>1</sup> In the course of this study the attention of the investigators had been called to the inability of the many children who went to work as soon as the law allowed to find themselves industrially. Especially in need of assistance were boys released from the parental school. "Because of the character of the homes from which these boys came and because of the helplessness of the boys themselves when they left the school advantage was taken of the opportunity offered by this investigation to advise with them with reference to their choice of work and to assist them to find work when they were unwilling or unable to return to the regular day school. \* \* \* A small employment bureau for these boys was therefore organized \* \* \* in order to get directly from and with them the experience of finding and keeping a job in Chicago."<sup>2</sup>

This "investigational experiment" included not only an inquiry into opportunities open to boys under 16 but also a careful study of the boys themselves through interviews with them and with their parents and teachers in regard to their vocational aspirations and abilities, their home circumstances, and their social relationships. There was no opportunity to undertake the same sort of experiment with a similar group of girls because at that time the city had no parental school for girls; but through the cooperation of three of the leading women's organizations of the city, funds were raised for a special investigation of employment opportunities open to girls, and such girls as could be reached were advised regarding their work.

In June of the first year of this experiment the bureau undertook to interview all the children in one of the largest elementary schools of the city who were planning to go to work at the end of the school year, to visit the home of each, and to place in suitable work all those who could not be prevailed upon to remain in school.

During the school years 1911 to 1916 the work was continued under a joint committee of representatives of the Chicago School

<sup>1</sup> An account of the early development of this bureau is given in Appendix VIII (pp. 455-465) of the report of this investigation: *Truancy and Nonattendance in the Chicago Schools*, by Edith Abbott and Sophonisba P. Breckinridge (University of Chicago Press, Chicago, January, 1917), and also in a bulletin of the Chicago School of Civics and Philanthropy, Department of Social Investigations, entitled "Finding Employment for Children Who Leave the Grade Schools to go to Work" (Russell Sage Foundation, December, 1911).

<sup>2</sup> *Truancy and Nonattendance in the Chicago Schools*, p. 455.

of Civics and Philanthropy and of a number of women's organizations, the latter at first meeting all expenses. From the beginning cooperation between the bureau and school principals and teachers was close. Official recognition of the work was first given in the fall of 1911, when, on the opening of the Lucy Flower Technical High School for Girls, the superintendent of schools requested that a vocational adviser from the bureau hold office hours in the school building in order to advise girls taking technical training with reference to their selection of courses and their placement in positions at the end of the course. In 1913 the board of education gave definite support to the work of the bureau by allotting to it office room and providing clerical assistance and telephone service. At the same time its activities were placed under the general supervision of one of the assistant superintendents of schools. On March 1, 1916, the functions and personnel of the bureau were taken over by the board of education, and it has remained since then an integral part of the public-school system.

The bureau's aim and methods during its first five years are summarized as follows in the report of the director for the school year 1916:

First. To study industrial opportunities open to boys and girls with respect to wages and the requirements necessary to enter an occupation; the age at which beginners enter the occupations; the nature of the work; the chances for advancement and development—in short, to gather the greatest possible amount of information regarding industrial conditions in order to advise boys and girls and to give them a start in their careers as workers.

Second. To advise the children about to leave school and retain them in school when possible, for there are many who need only a little encouragement to continue their education.

Third. When every effort to retain them in school has failed, to place in positions those children who need assistance in securing employment.

Fourth. To follow up and supervise every child who has been placed, advising him to take advantage of every opportunity for further training.<sup>3</sup>

Definite achievement along each of these lines was shown during the period 1910 to 1916. Two reports were published based on studies of the opportunities for employment open to children under 16 in Chicago.<sup>4</sup> More than 10,000 children were advised and assisted. A considerable majority of these were reached before they commenced to work, either just after they received their work permits,<sup>5</sup> or while they were still in school. The advisers held regular office hours at an increasing number of public schools for the purpose of interviewing children who planned to leave school before the completion of the regular course. Convinced by the results of their occupational studies of the meager opportunities offered children under 16, the staff aimed primarily to convince children and their parents of the value of continued education and to persuade them to remain in school or to resume their school training if they had

<sup>3</sup> Report of Bureau of Vocational Guidance, from Report of Superintendent of Schools, Sixty-second Annual Report of Board of Education (Chicago, 1916), p. 6.

<sup>4</sup> (1) Finding Employment for Children Who Leave the Grade Schools to Go to Work. (Preliminary report on opportunities of employment for girls under 16.) Chicago School of Civics and Philanthropy, Department of Social Investigation (Russell Sage Foundation), ch. 2, December, 1911. (2) Davis, Anne: Occupations and Industries Open to Children Between 14 and 16 Years of Age. Chicago Board of Education, 1914.

<sup>5</sup> Under the child-labor law in effect during this period the child was not required to have obtained employment before his certificate could be issued.



already taken out work permits. The value of this service may be gauged by the fact that of the 3,519 children advised in the year 1914-15 who had never worked, 640 were persuaded to remain in or return to school. The need for it may be further indicated by the fact that 1,349, or more than one-third, of these children had advanced no further in school than the sixth grade. As a necessary part of its program of keeping children in school as long as possible the joint committee responsible for the management of the bureau entered in 1911 upon a policy of raising scholarship funds.

Since 1916, when the work was taken over completely by the public schools, the program of the bureau has followed broadly the general lines laid down during the semiprivate stage of experimentation. Its responsibilities and staff were considerably enlarged, however, by the assignment to it in January, 1918, of the duty of issuing employment certificates, which up to that time had been handled by the attendance department of the board of education. The extent to which the work was increased by this new responsibility is indicated by the fact that 36,605 employment certificates were issued in Chicago in the year ended June 30, 1919—16,972 to boys and girls leaving school for work for the first time.<sup>6</sup> Furthermore, the work was increased more than mere numbers would indicate by the fact that a new State child-labor law which became effective July 1, 1917, embodied many new provisions and made necessary the planning of entirely new forms and administrative machinery for its enforcement. One of the most important provisions of the new law was that requiring a physical examination for all children applying for certificates. For this work a special staff of medical examiners was appointed. In September, 1919, the work was further expanded by the appointment of a staff of visiting teachers assigned to individual schools but working under the supervision of the director of the bureau.

## ORGANIZATION AND ACTIVITIES OF THE VOCATIONAL- GUIDANCE BUREAU<sup>6a</sup>

### ORGANIZATION

In January, 1924, the vocational-guidance bureau had a permanent staff of 47 employees working under a director immediately responsible to the superintendent of schools. The bureau is organized, as shown by the accompanying chart, in six principal divisions: (1) Employment-certificate division; (2) placement division; (3) district advisers; (4) industrial-studies division; (5) visiting teachers; (6) publicity. In addition, the director of the bureau serves in an advisory capacity as supervisor of the work of the vocational advisers on the staff of the various high schools. (See pp. 181-183.)

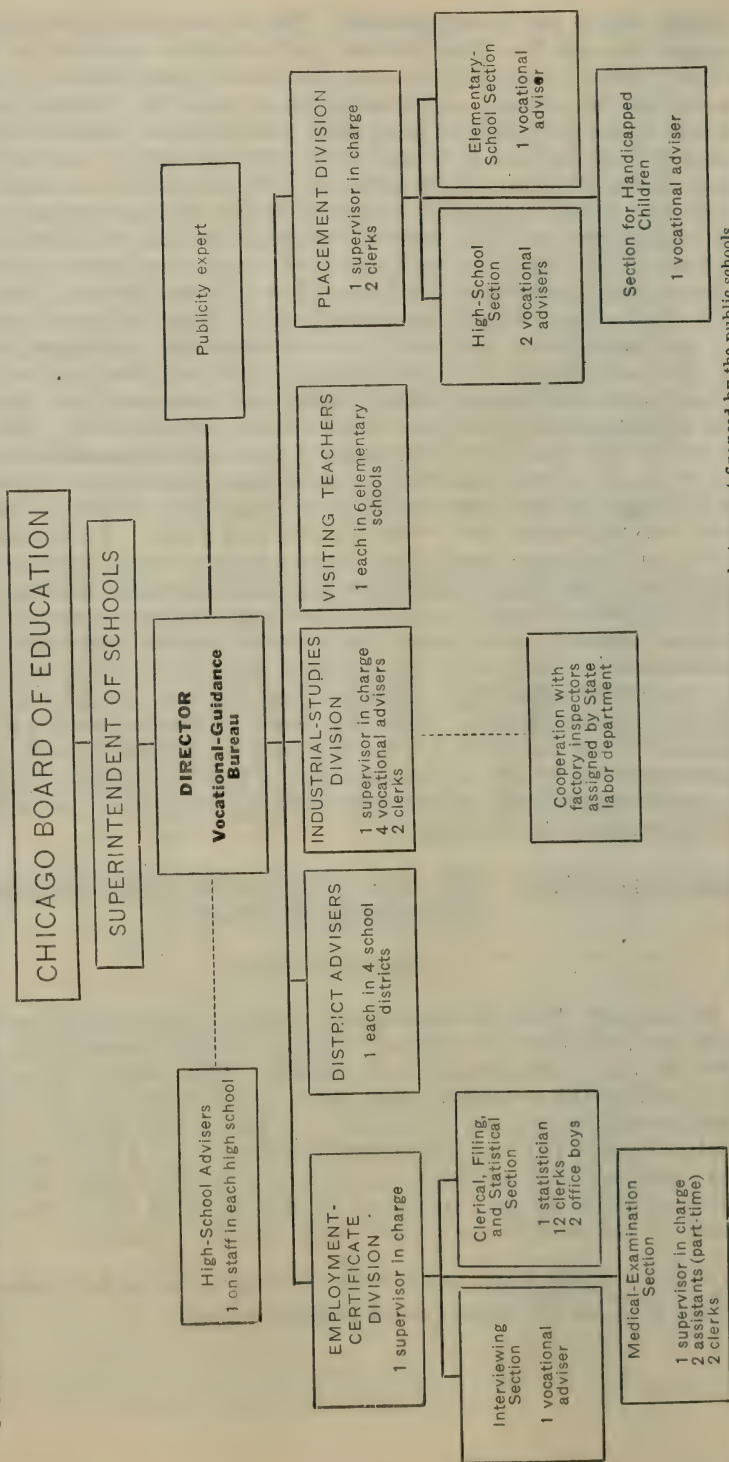
<sup>6</sup> Sixty-fifth Annual Report of the Board of Education, for the year ending June 30, 1919, pp. 95-96. Chicago.

<sup>6a</sup> For the school year 1923-24, unless otherwise indicated.



# PLAN OF ORGANIZATION

VOCATIONAL-GUIDANCE BUREAU, BOARD OF EDUCATION, CHICAGO, ILL. 1923-24



NOTE.—Two scholarship agencies have office room in the vocational-guidance bureau but are not financed by the public schools.

The offices are centrally located in a new building especially planned for the use of the board of education. Practically all the other school officials or departments with which the work of the bureau is closely related also have their offices in this building. So few agencies engaged in vocational-guidance activities and the issuance of work permits are housed in quarters which in any way approach the ideal in size, arrangement, or general convenience that it seems worth while to reproduce the floor plans (see p. 162) of the present quarters of the Chicago bureau, which were planned by the staff on the basis of several years' experience in handling large numbers of applicants in less satisfactory quarters.

The appropriation allotted for salaries of the permanent staff and other office expenses (exclusive of rent and furniture) was \$99,735 for the year 1923. In addition, supplementary funds are available for the payment of extra help in busy seasons, as for example, at the close of school in June when the number of applicants for employment certificates is greatly increased.<sup>7</sup>

The personnel, in addition to a publicity expert, 21 clerical workers (the majority of whom are employed in the employment-certificate division), and 3 medical examiners (also in that division), includes 22 workers, all of whom have qualified as vocational advisers or visiting teachers through examinations conducted by the board of education.<sup>8</sup>

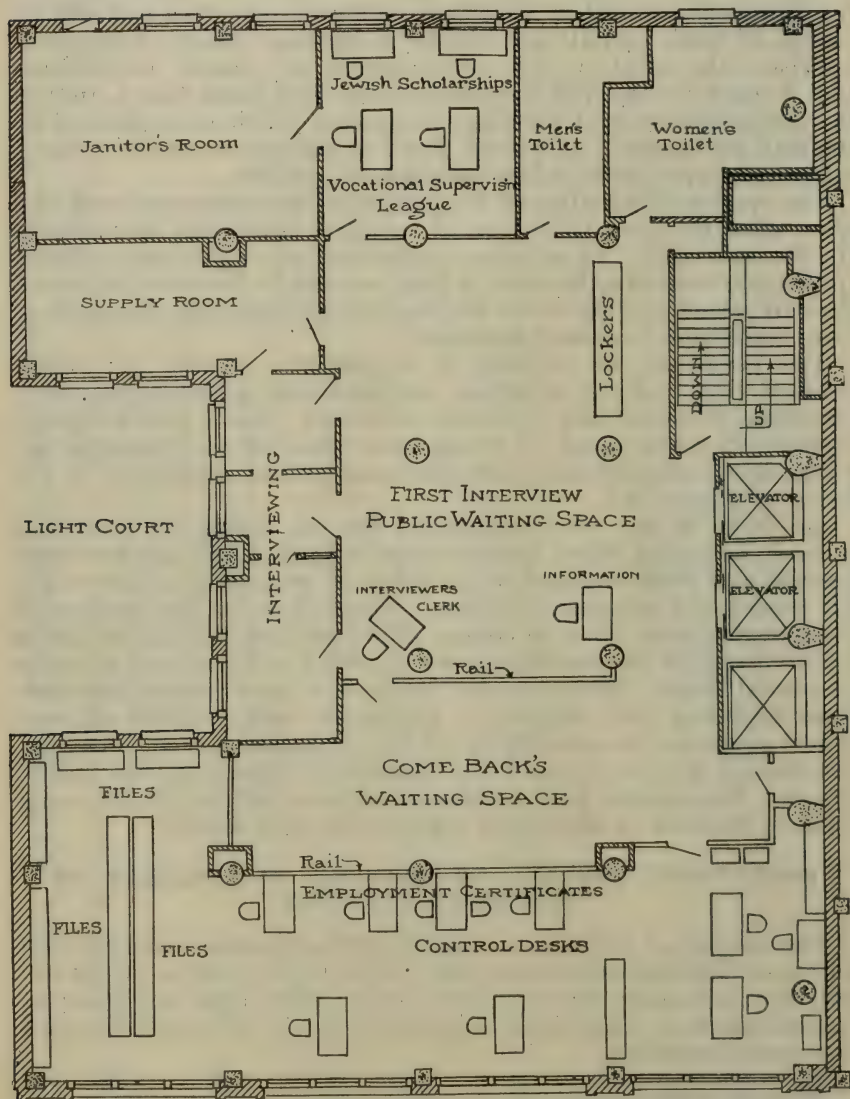
All those in any way responsible for the giving of vocational counsel, including those interviewing children applying for work permits and those engaged in the study of vocational opportunities for minors, are vocational advisers. Candidates for the position of vocational adviser must be college graduates and must have had in addition courses in economics and experience in vocational-guidance or related work. They are also required to pass written examinations including such subjects as the history and methods of vocational guidance, the psychology of the adolescent period, sociology, commercial geography, and the industrial history of the United States. The salaries paid vocational advisers fall within the range of those received by teachers in the Chicago high schools.

#### EMPLOYMENT-CERTIFICATE ISSUANCE IN RELATION TO VOCATIONAL GUIDANCE

The issuance of employment certificates by the vocational-guidance bureau in Chicago shows how the adequate enforcement of the employment certificate law may serve, even under legal and practical limitations, as an important, if indirect, agency for vocational guidance and supervision.

<sup>7</sup> During the summer of 1923 the following extra workers were employed: 20 clerks and stenographers, 6 interviewers (taken from teaching staff), and 12 medical examiners.

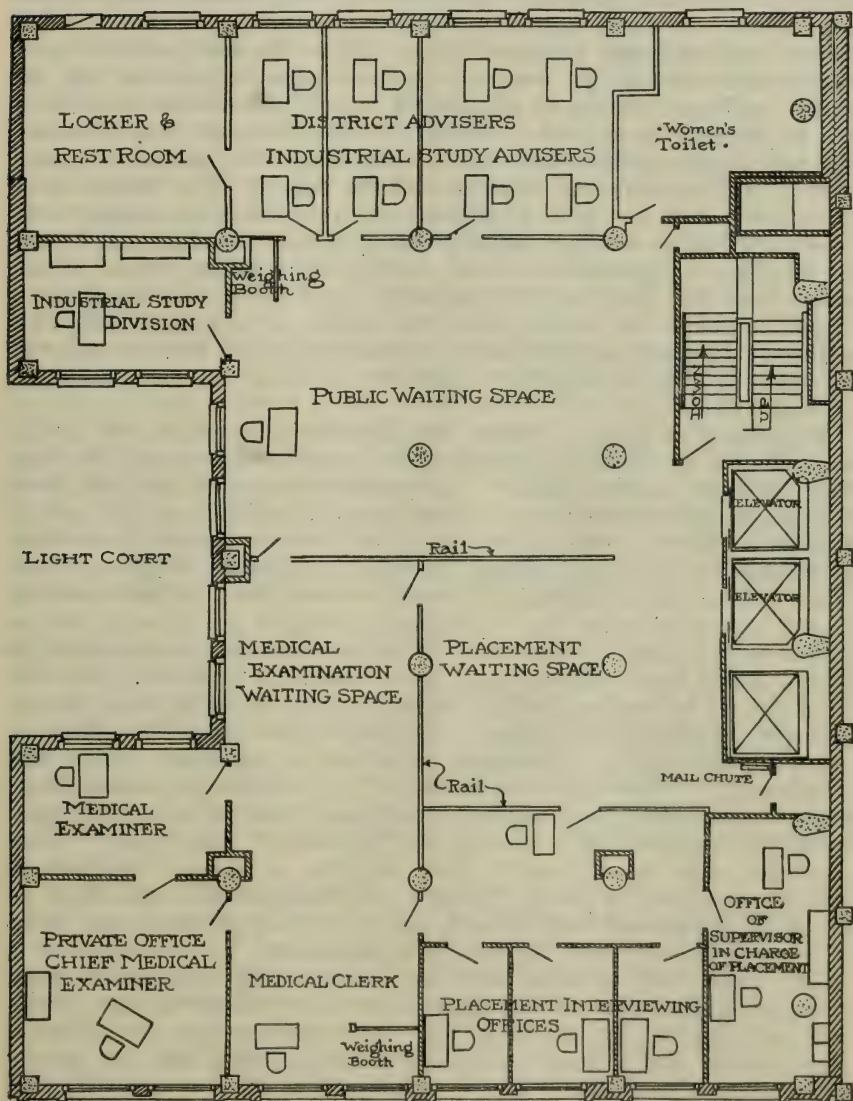
<sup>8</sup> All the employees of the bureau are selected through examinations conducted either by the board of examiners of the Chicago Board of Education or by the city civil-service commission. The clerical and medical staff are subject to civil-service regulations, and the vocational counselors and visiting teachers are regarded as members of the educational staff of the board of education and therefore are required, like teachers, to obtain certificates through the board of education examinations. (Chicago Public Schools—Rules and Information Regarding Examinations of Candidates for Certificates to Teach, for Promotion of Teachers, for Admission to the Chicago Normal College, for Admission to High School, and Outline of Salary Schedules, Board of Education, Chicago, Ill., 1923-24, p. 22.)

*Vocational-guidance bureau, second floor (floor plan)*

# VOCATIONAL-GUIDANCE BUREAU 2ND FLOOR

BOARD OF EDUCATION BUILDING, CHICAGO



*Vocational-guidance bureau, third floor (floor plan)*

NOTE: DIRECTOR'S OFFICE IS ON THE 4TH FLOOR

## VOCATIONAL-GUIDANCE BUREAU

3RD FLOOR

BOARD OF EDUCATION BUILDING, CHICAGO

Every child applying for a certificate at the central office of the bureau is interviewed by a specially qualified worker, who has practical knowledge of the kinds of occupational opportunities Chicago offers to boys and girls both with and without special training and who knows the local opportunities for continued schooling in different academic and practical fields. It is the duty of the interviewer not only to go over the various papers presented by the child—such as evidence of age, school record, etc.—to see whether or not he is legally entitled to a certificate but also to get from him and his parent or guardian information regarding the reasons for going to work and the financial condition of the family. The Illinois child labor law<sup>9</sup> does not give permit-issuing authorities the right to refuse a certificate on educational grounds to any child between 14 and 16 who has completed the work of the sixth grade, but if it appears that the child will be benefited by further schooling, he is urged to return to school, and the matter is discussed with his parents. If financial assistance is needed the child may be referred to one of the scholarship agencies located in the building. (See p. 178.)

Beginning in 1920 a system was developed by which the initial step of the certificating process—the interviewing—could be handled through district offices.<sup>9a</sup> At present vocational advisers from the central office of the bureau are assigned to 4 of Chicago's 10 school districts. Their principal responsibility is to interview all children attending the schools of these districts who desire to go to work. This system has a distinct advantage over that of interviewing at the central office in that children desiring to go to work are referred to the adviser before a position has been obtained and before school bonds have been broken. It is especially desirable that children should be reached by the adviser before receiving their school records. Although the Illinois child labor law gives the officer issuing certificates no discretion to refuse a certificate where not "necessary" or for the "best interests" of the child, it requires that a child exempted from school attendance because of employment must be "necessarily" as well as "lawfully" employed.<sup>10</sup> This provision may be utilized to keep children in school, but not all school principals, who in Chicago are charged with the duty of granting the excuse from school, use it for this purpose, and some, it is said, do not even realize its significance. In the districts to which vocational advisers have been assigned by the central office, children applying to the principals for their school-leaving certificates are sent to the advisers, who make inquiry into the financial condition of the child's family, his school history, and his special interests and recommend to the principal whether or not the child should be excused from school. It is reported that of the children thus referred to the district adviser who are legally eligible for employment certificates from 25 per cent to 30 per cent are kept

<sup>9</sup> Illinois, Acts of 1921, p. 435.

<sup>9a</sup> This system of district advisers was discontinued in September, 1924.

<sup>10</sup> Illinois, Hurd's Revised Statutes, 1913, ch. 122, sec. 274, as amended by Acts of 1919, pp. 910, 917, 918.



in school on the ground that employment is not necessary. Where it is thought advisable or necessary to issue the certificate the process of examining the child's evidence of age and other credentials is undertaken by the district adviser, and the child is referred to the central office for physical examination only.

A further advantage of this decentralization is that it makes possible the handling in several places, instead of in one, of the large numbers of children applying for certificates at the beginning of the summer vacation. Children interviewed in the district offices are likely to receive more vocational counsel than those applying at the central office because each district adviser has relatively few children to interview and because proximity to home and school and knowledge of the local industrial situation enable her to give particularly discriminating vocational advice. Moreover, as the great majority of the children applying for their work permits at the central office do not apply until they have obtained positions, it is too late for them to receive advice in their choice of work or assistance in finding it. According to unpublished data supplied by the vocational-guidance bureau, a very small proportion of the children applying for certificates—only 2.6 per cent of the 1,196 children who presented papers for their first certificates in the period January 1 to May 31, 1922—get their positions through the placement office of the bureau in spite of its accessibility to the quarters of the employment-certificate division. Only those who through ignorance of the requirement of a promise of employment come in without having obtained positions are referred to the placement division for advice.

This does not mean, however, that no consideration is given in the employment-certificate division to the kind of work for which the child desires a permit. Care is taken to see not only that the occupation and industry which the child desires to enter are permitted for children under 16 by the Illinois child labor law and that, as also provided by law, the child is physically able to undertake the work, but also that he is not going to work at an unsuitable occupation or in an establishment where working conditions are undesirable.

All children receiving employment certificates come to the central office for physical examination. The bureau has the somewhat unusual advantage of having its physical examinations made by physicians who are members of its own staff and whose interests are, therefore, especially centered on the problem of the working child. The function of the examiners is primarily to carry out the provision of the law prohibiting the certification of children under 16 for occupations for which they are not physically fit; but their work has developed other phases important from the vocational-guidance point of view, such as securing the cooperation of clinics and other agencies in restoring to health children not physically fit for work, in providing supervision for children with minor physical defects who are permitted to enter industry provisionally, in instructing children with certain types of defects as to the kinds of work they



can and can not undertake, in seeing that children with subnormal or psychopathic mentality are given special examination and prescribing the kind of work they are fitted for, and in seeing that children who have been in occupations which were proved physically harmful to them do not undertake the same kind of work when they change positions. The experience resulting from the reexamination of children who are changing positions, required under the Illinois law, also gives an opportunity to accumulate information regarding the effect of certain occupations and industries upon young workers. During the school year 1922-23 records of industrial accidents, illnesses, and bad working conditions reported by certificated children were compiled and correlated with the records of the industries and occupations in which the children were employed.

Aside from the physical examination required each time a child changes his position, supervision over employed children is as yet little developed. The law requires that a child between 14 and 16 must secure a new certificate for each new position, but working children returning for new certificates do not come in contact with the district advisers or even with the interviewers at the central office, so that this provision does not result in an opportunity for vocational counsel. The establishment of evening office hours in several districts for following up children who have obtained certificates through the district office has been an important development of the district adviser's work. By this means children who have taken out certificates for summer work may be persuaded in the fall to return to day school or to attend evening classes, and those continuing at work come in to talk over their success or failure and to seek advice. Children who have lost their positions are advised where work may be found or referred to the placement division of the bureau or when work is hard to get, are persuaded to return to school to finish the elementary course or to take up some special technical or commercial study. A special effort is made by the district advisers to keep in touch with children to whom certificates have been refused because of physical defects, and to interest teachers and principals in them.

### COUNSELING IN THE SCHOOLS <sup>10a</sup>

#### District Advisers.

The primary work of the district advisers is to interview children between 14 and 16 who are contemplating an immediate entrance

<sup>10a</sup> When the work of the district advisers was discontinued (see note 9a, p. 162), members of the staff of the vocational-guidance bureau were assigned to five of the large high schools as full-time vocational advisers, and in February, 1925, one full-time staff adviser was assigned to two small high schools. The advisers work with the principal in carrying out the vocational-guidance program for his school. They do much of the work formerly done by the district advisers. More specifically, their duties are as follows: (1) Group work; Conferences with eighth-grade pupils to assist them in their choice of a high-school course; meetings with first semester high-school pupils to explain the adviser's function and the importance of studying vocations and of training; talks to pupils on vocational opportunities in Chicago and vocational requirements; assistance in planning vocational-guidance programs for assemblies and obtaining outside speakers on vocational subjects; (2) Individual counseling: Conferences with mal-adjusted pupils, with pupils planning to leave school before completing their courses, with pupils under 16 applying for school records, and with pupils in the last semester of the two-year and the four-year courses in regard to their future plans; placement in cooperation with the central placement office.

into industry, to determine whether or not they should receive work certificates. But this task, as has been stated, gives them the opportunity to offer information on occupations and counsel on further schooling. In addition, they also see other children in their districts who are interested in getting information regarding vocational and educational opportunities in the community, though the development of this part of their work depends upon the voluntary cooperation of individual school principals, teachers, and children, and is limited by lack of time. Practically the only way in which all the advisers regularly reach children other than those who are about to leave school is by giving an address at the end of each term to the graduating class of each elementary school of their district regarding the advantages of attending high school and the inevitable disappointments of too early wage earning. Individual interviews sometimes follow with children who are in doubt whether or not they will go to high school or what high-school courses they will elect. In some districts each member of the graduating class is interviewed and advised. The good results of this procedure are shown by the fact that in the class graduating in January, 1921, in one district, out of 128 applications for certificates only 42 were granted and practically all the rest of the children returned immediately to school. In connection with the interviews with eighth-grade graduates in some districts the advisers have given to children "vocational-analysis" questionnaires to awaken their interest in their occupational future and to obtain information needed by the adviser in considering applications for permits. The questionnaires filled in by children who go to high school are sent to the high-school adviser. The district advisers have also done much to stimulate the holding of "eighth-grade days" by the high schools in their districts. (See p. 181.)

In addition to interviewing applicants, handling the clerical work connected with certificating, and visiting places of employment in her district for placement purposes, the adviser necessarily spends much time in matters of personal or family adjustment, such as taking to a dentist or a clinic a child whose certificate is held up for physical corrections, getting work for an unemployed adult member of the family, or obtaining clothes or a scholarship for the child or relief for the family.

The district adviser sometimes makes placements. Some of the advisers make a regular practice of placing children; others go only so far as to suggest places where work may be found. Some refer all children to the placement division of the bureau. Children over 16 are almost invariably sent to the bureau for placement, and all placements made by the district advisers are reported to the central office.

#### Visiting Teachers.

The experiment of having visiting teachers give vocational advice has been begun in the six elementary schools in Chicago in which visiting teachers are at work. The visiting teachers are members of the staff of the vocational-guidance bureau and serve as vocational advisers to the elementary schools to which they are assigned. As in other cities, their primary responsibility is the making of adjust-



ments between home and school and the alleviation of social and other conditions adversely affecting school progress, attendance, or behavior, but in Chicago they also interview children applying for employment certificates and perform in their schools other functions fulfilled by the district advisers. Up to the present time most of the children given vocational advice by visiting teachers have been referred to them as problem cases or have applied for certificates.

The following description of the requirements and duties of the Chicago visiting teacher in which the vocational-guidance aspects of her work are emphasized is given by the director of the vocational-guidance bureau in her report (unpublished) for the year ended June 30, 1920:

She must be familiar with the compulsory school and child labor laws, with the conditions in industry, such as the wages offered, future possibilities, and sanitary conditions. She confers with the children anxious to enter industry, and, if possible, she retains them in school. Often a little encouragement is all that is necessary; sometimes it means securing an after-school job, settling some classroom difficulty or "scrap" with some other child, or talking with the parents of the necessity for further education.

The visiting teachers also assist in industrial research. (See p. 173.)

#### THE WORK OF THE PLACEMENT DIVISION

The placement division of the bureau has a staff of four vocational counselors in addition to the supervisor, of whom one is in charge of the placement of elementary-school children, two are in charge of the placement of high-school students or graduates—one for boys and one for girls—and a fourth specializes in the placement of the physically handicapped.

Although the placement office as an integral part of the Chicago public-school system is intended primarily to serve the needs of children of the Chicago schools, no child is turned away. Applicants over 19, however, are not registered unless they are high-school graduates. The number of applications and of placements made by the bureau during the year ended June 30, 1923, is shown in the accompanying table.<sup>11</sup>

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<sup>11</sup> Owing to the fact that this table is based on a summary of monthly totals and that in consequence any child who applied more than once is counted once for each month that he applied, the number of applications is somewhat greater than the number of children applying. Statistics of placements, however, show actual number of children placed.



*Statistics for placement division, vocational-guidance bureau, Chicago public schools, for the year ended June 30, 1923*

Education, age, and sex	Applica- tions	Num- ber of place- ments <sup>1</sup>	Placements in specified occupations <sup>1</sup>						
			Cler- ical	Tech- nical	Trade	Factory	Errands, messen- ger work, etc.	Other	Not re- ported
<b>Total</b> .....	9, 144	12, 970	1, 352	76	83	574	465	1 368	52
From elementary grades.....	4, 742	11, 741	558	-----	43	564	465	59	52
Under 16 years.....	3, 860	1, 577	485	-----	35	516	445	46	50
16 years and over.....	882	164	73	-----	8	48	20	13	2
From high-school grades.....	2, 896	785	468	27	30	8	-----	252	-----
High-school graduate.....	1, 232	346	265	47	10	2	-----	22	-----
Postgraduate.....	274	98	61	2	-----	-----	-----	35	-----
<b>Boys</b> .....	4, 659	1, 381	472	76	55	122	402	232	22
From elementary grades.....	2, 562	869	277	-----	16	118	402	34	22
Under 16 years.....	1, 996	775	250	-----	12	88	383	22	20
16 years and over.....	566	94	27	-----	4	30	19	12	2
From high-school grades.....	1, 363	313	86	27	29	4	-----	167	-----
High-school graduate.....	640	167	102	47	10	-----	-----	8	-----
Postgraduate.....	94	32	7	2	-----	-----	-----	23	-----
<b>Girls</b> .....	4, 485	1, 589	880	-----	28	452	63	136	30
From elementary grades.....	2, 180	872	281	-----	27	446	63	25	30
Under 16 years.....	1, 864	802	235	-----	23	428	62	24	30
16 years and over.....	316	70	46	-----	4	18	1	1	0
From high-school grades.....	1, 533	472	382	-----	1	4	-----	85	-----
High-school graduate.....	592	179	163	-----	-----	2	-----	14	-----
Postgraduate.....	180	66	54	-----	-----	-----	-----	12	-----

<sup>1</sup> Includes placements in after-school and part-time work. Does not include placements of high-school pupils made by high-school advisers on calls which were referred to them and which it is impossible to distribute among the three groups of high-school pupils. These number 12 full-time and 226 part-time placements of high-school girls.

<sup>2</sup> 430 of total 1,741 were first-position placements—not distributed by sex.

Children are referred to the placement office by the employment-certificate division, by the district advisers, by the advisers in the high schools, and by other divisions of the bureau or agencies working with them. Most of the high schools send to the placement office in advance of graduation a list of their graduates who desire assistance in obtaining employment. This registration by the schools is made on forms provided by the bureau. (See p. 169.)

The development of the procedure in the placement office has been influenced by the pressure of the number of applicants. A reference clerk in the waiting room gives to each child in order of entrance a number which marks his turn for interview by the placement adviser. As the child is ushered in from the waiting room the clerk brings from the file his record card showing previous applications and placements. Applicants are separated into groups not according to age but according to education—a practice which differentiates this office routine from that of similar bureaus in other cities.

Unless there is some particular reason for handling an individual case differently boys and girls who have completed two years or more of high school are referred to so-called high-school advisers. All after-school or part-time placements whether for elementary or for high-school pupils are handled by the high-school advisers. An

elementary-school adviser carries on all other placement. At the beginning of the school vacation an additional adviser is assigned to the placement division to handle vacation employment.

Boys and girls under 16 applying for first positions are referred before placement to the interviewers in charge of employment-certificate issuance for an examination of their papers. Both these applicants and those applying for later positions are sent to the examining physician for a physical examination before being placed. In this way the office makes sure that children of certificate age who are placed receive certificates and have the benefit of any suggestions the physician may make with regard to the types of work for which they are physically suited. Placement advisers do effective work in persuading children of certificate age to return to school, especially when employment is scarce. They also give educational counsel to young persons wishing to advance themselves in their work by further preparation.

The press of work determines the amount of individual solicitation of positions that can be undertaken for any one applicant. Children under 16 years of age are not counted as placed unless they return with the employers' promise of employment, which must be presented before they may receive certificates. Thus, the results of placements in this group are automatically checked. Return introduction cards are given to applicants over 16, and a large proportion are returned by employers. Through these cards or through later contact with employers and applicants advisers check up on the placements of those over 16 years of age who are referred.

The elementary-school advisers keep a cross file of current registrations, listed by occupation in order that registrants may be notified of suitable positions. High-school advisers keep a cross file by occupation of all registrants at each graduation period. Later these are entered in a cross file of current registrants. All records of a registrant are filed together. The record cards are filed alphabetically by names of registrants. A different form is used for elementary-school registrants from that for high-school registrants (see reproduction on p. 169), and different-colored forms are used to indicate the boys and girls of each group. Employers' call cards of all the divisions of the bureau are likewise filed together alphabetically by employer's name. A folder is assigned to each employer, and the cards used by each adviser are filed in it. In these folders also is filed any information obtained from persons placed with these employers. For solicitation and reference each adviser has a cross-reference employers' file by occupations.

The placement advisers are well informed regarding educational and vocational opportunities offered in the community (see p. 176). On the other hand, little has yet been done to assemble the information about the individual child needed for satisfactory placement. Occasionally an interested teacher, principal, or school counselor sends in a few facts about a child, but practically nothing can be counted on or is required regularly from the schools in the way of class marks, attendance records, or teachers' estimates. Not even by the district advisers is information about individual children regularly transferred to the placement workers, although the advisers refer many children to the central office for positions. Almost

*Place of registration card for boys, furnished high schools by the vocational-guidance bureau; Chicago*

[Except for the color the registration card for girls is almost identical]

# BOY'S EMPLOYMENT RECORD

Date.....

Name .....	Last .....	First .....	School .....	Grade .....
Address .....	Phone .....		Course .....	
Date of Birth .....	Nationality .....		Date of graduation .....	Date .....
Height .....	Weight .....		What vocation do you intend to follow? .....	
Father's .....			What kind of work do you desire now? .....	
Name .....	Occupation .....		Part time Saturday vacation permanent? .....	

If Part Time—What hours can you work?.....

When can you begin work?.....

What further education do you plan?.....

POSITIONS HELD FOR MORE THAN ONE MONTH				REASON FOR LEAVING	
NAME OF FIRM	KIND OF WORK	HOURS PER DAY	WEEKS EMPLOYED	RATE OF PAY	

TEACHERS' ESTIMATES OF STUDENT'S ABILITY: General Scholarship .....

Most proficient in .....

Initiative .....

Alertness .....

Reliability .....

Accuracy .....

Personal appearance .....

Neatness .....

Remarks .....

F.C.O. 5008 (B)

Signed .....

(OVER)

PRINCIPAL, TEACHER, ADVISER

[Actual size 8 by 5 inches]





no attempt has been made to obtain information regarding the general intelligence of registrants who have been given mental tests before leaving school.

Little supervision of employed children has been attempted by the placement division. Visits to places of employment are made by the placement advisers mainly to find openings for young workers and only incidentally to follow up those already placed. Lists of young persons who have been placed may be checked up occasionally, especially if a visit to the employing firm is already contemplated; but it is not a routine procedure. Some personal contact with the elementary-school group is assured by a letter sent out two months after placement inviting the worker to report on his experience during an office hour which is held one evening each week. A letter is also written to all workers under 16 during the month when they attain the age of 16, asking them to come in for a talk, for at that age they become eligible for certain kinds of work from which they were previously debarred and at that age also they leave continuation school and are in need of advice about further training. A "placement follow-up report" form (see p. 172) is filled in for each child during the evening office hour. Although only a few children who are out of work are likely to return to the bureau in the daytime, the bureau reports that about 26 per cent of the children placed respond to the invitation for evening conferences, which offer to the applicant opportunity for longer and more productive talks than the more hurried and stereotyped interview necessitated by the morning rush of work. Much information leading to investigations by the industrial-studies division of the bureau or the State factory inspectors is also obtained through these interviews. (See p. 174.)

The placement advisers work in close cooperation with the other divisions of the bureau. To the certificate division they refer children requiring certificates and information regarding violations of the child labor or school attendance laws. They refer applicants chiefly to places of work which have been investigated by the industrial-studies division of the bureau or under its supervision. The industrial-studies division also furnishes the names of establishments offering certain lines of work or special opportunities for unusual types of children. In planning visits to places of employment placement advisers must clear<sup>12</sup> through this division and during the visit must follow a prescribed schedule for obtaining the information desired. (See p. 173.) The placement adviser is also able to consult material prepared by the industrial-studies division on the requisite qualifications for specified occupations and their promotional possibilities.

As yet most of the placements are made for the younger and less-trained group of wage earners, who are desired chiefly in occupations and industries which offer little or no training or opportunity for advancement. The bureau is making every effort to increase its work with older groups by building up high-school placements, and cooperation between the high schools and the placement office

<sup>12</sup> They must check their list of employers to be visited with the industrial-studies files, omitting all firms visited within nine months.

is growing. In 1922-23 four times as many high-school students applied for employment and twice as many were placed as in the previous year.

*Placement "follow-up" report, vocational-guidance bureau; Chicago*

(Ed. 5012)

## PLACEMENT "FOLLOW-UP" REPORT

Name _____	Firm Name _____
Address _____	Address _____
Placed by—Sch. Rel. Ag. Fr. V. G. _____	Industry _____
Grade _____ School—Public Par. Bus. Other _____	Course—General - Coml. Tech. Spec _____
Job Title _____	Duties _____
Pleasantest Features _____	Most unpleasant Features _____
Age Began _____ Age Terminated _____ Dur. Mos. _____ Earnings—Beginning _____ Present _____ Piece _____ Time _____ Bonus _____	
Hours _____ to _____ to _____ Saturday _____ to _____	
Overtime _____	Paid—Y. N. _____
Seasonal Employment—N _____	Vacation (with pay)—N _____
Reasons for Leaving—N Oppor. Surr. Pay Loc. Duties Other Spec. _____	
Advance in Job—N _____	
Relations with Superior _____	
Physical Working Conditions—Fav. _____ Unfav. _____	
Approximate Number Employees: Male _____ Female _____ Under 16 _____	
Type of Associates _____	
Opportunities for Future: Salary _____ Duties _____	
Applicants Reaction—Fav. _____ Unfav. _____	
Remarks _____	
Date _____	Adviser _____

VOCATIONAL GUIDANCE DEPARTMENT  
BOARD OF EDUCATION  
CHICAGO

[Actual size 8½ by 11 inches]

## INVESTIGATION OF INDUSTRIES AND OCCUPATIONS

From its inception the movement for vocational guidance and supervision in Chicago has been built up on the principle that sound guidance and placement are based on first-hand concrete knowledge of industrial conditions. Studies of occupations open to boys and



girls and of the conditions of work and the opportunities for advancement have been regarded as fundamental to the program of the bureau. Prior to the spring of 1921 such investigations were made by vocational advisers assigned to placement work or by district advisers in connection with their regular work. In 1921 the importance of this branch of the bureau's activities was further recognized by the establishment of a special division known as the industrial-studies division, composed of experienced workers especially qualified in economic and industrial investigation, whose sole task is to make and to supervise all investigation and research conducted by the bureau.

A series of bulletins entitled "Start Training Now" has been prepared, under the general supervision of the division, for the use of eighth-grade and high-school students. This series consists of an introductory bulletin on the importance of education and of bulletins on each of the following occupations: Accounting, advertising, architecture, business executive, chemistry, civil service, contracting (building), dentistry, drafting, employment management, engineering, farming, foreign commercial service, household arts, industrial art, journalism, medicine, law, library service, nursing, pharmacy, salesmanship, social service, teaching. The bulletins outline briefly the nature of each occupation, the qualifications, preparation, and training needed, the salaries or the wages, and opportunities for advancement.

A more ambitious trade series is in preparation, the following bulletins of which have been published: Merchant Tailoring, Electric Light and Power Installation, The Artificial Flower Industry in Chicago, Photography, Beginning Office Positions for Women.

A considerable part of the time of the staff is taken up in investigations made in response to requests from the employment-certificate or the placement division or the district advisers to ascertain whether a certain occupation for which a child desires a permit is legal under the child labor law or whether an occupation or the conditions of work in a particular establishment are suitable from the point of view of health or morals for any child or for a child with some physical defect, or to investigate reports of bad sanitary or moral conditions, irregular work or high labor turnover, or other conditions undesirable from the point of view of the placement office. In these and the more general occupational studies the staff of the division is often assisted by the vocational advisers assigned to other work and also by local district advisers and visiting teachers who at their monthly staff meetings report on occupations which they have been studying. The direction of all investigations, however, is centralized in the industrial-studies division, and one of the first achievements of this new division was the standardization of methods of making and recording results of investigations and the centralization of records.<sup>13</sup> During the school year 1922-23 special studies of the following trades and industries were made: Candy making, laundry work, nut shelling, paper-box manufacturing, tailoring, mechanical dentistry, printing, and artificial-flower making. At staff meetings conferences are held on the study of occu-

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<sup>13</sup> The "employers' record card" is in process of revision.

pations and opportunities in various industries. Members of the staff engaged in making investigations make preliminary reports at these meetings. Problems of special local or immediate interest are discussed, such as points to be observed in noting child labor law violations, dangerous aspects of industrial processes, casual and part-time employment, and the general industrial situation.

The division also assembles and digests for the information of the bureau staff published and manuscript material on occupations or in the field of industrial economics prepared by other agencies and prepares material on occupational opportunities and local industrial conditions in form suitable for distribution to vocational advisers, teachers, and school children. Among the latter are a mimeographed "Vocational Guidance News" and "Notes on Current Magazine Articles of Interest to Vocational Advisers."

When completed the library which the division is collecting will contain a selection of books and pamphlets relating to vocational guidance and occupational analysis, works on general problems of industry, including such subjects as safety, sanitation, and industrial disease, technical treatises on hazards in employment, and governmental and other reports relative to local industries. Clippings and illustrations on occupations and industrial conditions are also collected. It is the plan of the bureau to have this collection serve as reference library for the advisers on the high-school and elementary-school staffs and for boys and girls in school as well as for its own staff.

Since 1921 deputy factory inspectors have been assigned by the State department of labor to the industrial-studies division for more effective coordination of effort in the enforcement of the child labor law. Evidence or complaints of specific violations of the law which come to the attention of the bureau staff are referred to the adviser in charge of the industrial-studies division, who refers them for investigation to the deputy inspectors assigned to the bureau, now three in number. The superintendent of compulsory education, school principals, teachers, children, parents, and neighbors have made more complaints as they have learned of this machinery for inspection available thus directly through the vocational-guidance bureau. Copies of the reports of all inspections made by the special deputy factory inspectors assigned to the bureau are filed with the bureau. One of the most valuable results of this work, from the point of view of the bureau, has been the light which a study of the cases reported upon has thrown upon the causes of child labor law violations.

### PUBLICITY

The need for effective publicity in "putting across" its vocational-guidance and stay-in-school program has been understood thoroughly by the Chicago bureau. The program includes preparing and publishing pamphlets for the information of children, teachers, and parents; preparing and displaying posters and charts for use in the schools; sending letters to individual children and parents; and holding conferences with school principals, counselors, and teachers.



For children intending to leave school and go to work an illustrated leaflet explaining in simple terms the provisions of the Illinois child labor and continuation school laws has been issued. Three illustrated pamphlets intended for the information of children who expect to graduate from or to drop out of the grades advertising the opportunities for training offered by the high schools of Chicago have also been prepared.<sup>15</sup>

Copies of one of these pamphlets, "Are You Thinking—Do You Want to Learn in Order to Earn?" were sent out in June, 1921, to each member of the eighth grade throughout the city, accompanied by the following letter signed by the superintendent of schools:

CHICAGO, ILL., June 16, 1921.

DEAR ———: I wish to congratulate you because you are about to graduate from the eighth grade. Vacation is a time for play and for accumulating strength and energy for new effort. I hope that you are planning to make the most of it in preparation for your entrance into high school.

There has never been a time when the business world demanded so much from men and women as now. There has never been a time when the schools could do so much to train boys and girls for work as now. You will be much better fitted for life and work if you enter one of Chicago's high schools and complete a course of training there.

I trust that you are already considering the course which you will take. The booklets which you receive at this time have been prepared to help you in making a good choice. Take them home and talk over your plans with your parents.

With the earnest hope that September will find you enrolled in one of Chicago's high schools, I am,

Yours very truly,

\_\_\_\_\_  
Superintendent of Schools.

A leaflet, "Conditions Which Children Face To-day When They Leave School for Employment," has been issued for the use of teachers in impressing upon their pupils the value of education and the importance of remaining in school. It contains statistical evidence in popular form illustrating the industrial conditions at the beginning of 1922 when the bulletin was issued and when unemployment was prevalent.

Two other bulletins deal with the value of college training. One, "Information for the Prospective College Student," is intended primarily for the high-school student; it describes the vocational significance of a college education and gives practical information on the kinds of training afforded by different colleges and the requirements for admission that will help the student to make a wise choice of college or university and insure his getting the right kind of preparation for admission. Another, "You and College Training," puts up to the young high-school student the question whether or not he is going to college and points out that college education counts. One of the most recently issued pamphlets, entitled "A Chance for Every Child," describes the special schools for mentally

<sup>15</sup> "Child-labor law, continuation-school law—Illinois laws which protect boys and girls at work," December, 1921. "Are You Thinking—Do You Want to Learn in Order to Earn? The Chicago Public High Schools Will Show You the Way." (Board of Education, Chicago.) "Are You Thinking About Your Future or Just Guessing? An Opportunity to Prepare for Business or Professional Life." (Board of Education, Chicago, January, 1922.) "Futures—The Question Is, What Do You Want to Be in the Future and What Do You Need to Do Now to Achieve Your Desire?" (The vocational-guidance department of the Chicago Public Schools, 1924-25.)



and physically handicapped children in the Chicago public-school system.

A series of illustrated posters on various phases of the work of the bureau and the opportunities offered by the Chicago schools is displayed before groups of teachers, children, and the general public.

Education of school principals and teachers with regard to the services which the bureau offers has not been confined to distribution of literature and display of posters. For several years the principals of each of the 10 districts in turn have been invited to special meetings at the offices of the bureau, at which the work has been explained to them in brief addresses followed by an inspection of each of the divisions of the bureau in operation.

## SCHOLARSHIPS

The great majority of Chicago school children receiving scholarships, or grants of money to cover all or part of their living costs while attending school, receive them through the medium of one of two agencies—the Vocational-Supervision League and the Scholarship Association for Jewish Children, which are given free office room in the quarters of the vocational-guidance bureau. The salaries of the workers for these organizations and the cost of the scholarships are paid from private contributions. Decisions as to individual cases—the children who shall receive scholarships, the amounts to be paid, and the handling of individual cases—are made by the committees of the organizations providing the funds. In other respects the work is conducted much as though it were a function of the vocational-guidance bureau. This is accounted for largely by the fact that the scholarship program of these agencies was started as an integral part of the work of the original bureau of vocational guidance (see p. 156), and for the first seven years of its existence (1911–1918) the scholarship work was administered by the director and vocational advisers of the bureau. Although with the employment of full-time workers by the scholarship associations the procedure has become more thorough and systematic than formerly and new record forms have been developed, cooperation between the scholarship agencies and the director and various divisions of the bureau is still close. Each of the two agencies has a full-time executive officer, who has a full-time assistant. Both executive officers and their assistants are trained social case workers.

The number of children granted new scholarships by both agencies in 1922 was 134.<sup>16</sup> “Active” scholarship cases in March, 1923, numbered 200.<sup>17</sup> The following tabular statement, from unpublished reports of the Vocational-Supervision League (for 1922) and of the Scholarship Association for Jewish Children (for the year ended June, 1923), shows the proportion of applicants referred in one year by various agencies to each of these scholarship organizations:

<sup>16</sup> The figure representing the number of new scholarships granted in 1922 by the Vocational-Supervision League was supplied by the league in correspondence with the Children's Bureau; the number of new scholarships granted in 1922 by the Scholarship Association for Jewish Children was compiled from the records of the association by Marjorie W. Porritt, student at the graduate school of social-service administration, University of Chicago.

<sup>17</sup> Supplied by the Vocational-Supervision League and the Scholarship Association for Jewish Children in correspondence with the Children's Bureau.

*Applicants referred to scholarship organizations; percentages referred in one year by various agencies*

Agency referring	Scholarship organization	
	Vocational-Supervision League	Scholarship Association for Jewish Children
	<i>Per cent</i>	<i>Per cent</i>
Vocational-guidance bureau and schools.....	50	29
Jewish social-service bureau.....		34
Funds to parents' department of the juvenile court.....	20	12
United Charities.....	10	
Friends and relatives.....	5	15
Other.....	15	10

Each applicant is interviewed with reference to his attitude toward school and his special aptitudes, in order that he may be advised with reference to his course of study; he is given an examination by one of the medical examiners of the bureau to determine whether or not he is physically eligible for a working certificate; a record of his school standing and a recommendation from his teacher is obtained; the teacher is personally interviewed and a careful investigation is made of home conditions with reference to the attitude toward the child's continued education, as well as to the financial condition of the family. Since April, 1922, all applicants of the Scholarship Association for Jewish Children, and, since 1924, all those of the Vocational-Supervision League, have been given mental tests by the Institute of Juvenile Research.

All the facts are then submitted by the adviser to the case committee for decision as to the granting of the scholarship. No children are considered eligible for scholarships who can not meet the requirements for work permits, except children considered by the Scholarship Association for Jewish Children who are merely underweight or have certain physical defects for which a certificate is temporarily withheld and children whose families are not known to any social agencies. Another factor in eligibility for scholarships is the family's need of the children's earnings. All cases referred to the Vocational-Supervision League are cleared through the Chicago Social-Service Exchange, and those referred to the Scholarship Association for Jewish Children by the research bureau of the Jewish Social-Service Bureau. If eligible for aid from other agencies the children are usually referred to them except where the families object. Many parents who are willing to accept scholarships, however, are not willing to apply for aid to the regular charitable institutions. Children with average intelligence combined with good scholarship and an earnest desire to stay in school are given equal consideration with applicants of superior intelligence. Children with exceptionally fine personalities and qualities of leadership are favored. All other things being equal, it is the policy of both agencies to give preference to a child who is the oldest of his family, because of the encouragement to continue in school which the training of an older child is likely to give to the younger ones. Furthermore, an older child who later is able to hold a skilled position



will often contribute to the support of the younger ones while they are in school.

The amount of the scholarship granted by the Vocational-Supervision League varies with the economic need of the family, as determined on the basis of the budgetary standard used by the United Charities and the Associated Jewish Charities of Chicago. The grants vary from \$4 to \$20 a month for 10 months a year; the average is from \$12 to \$15. In some cases the child needs only enough for car fare to and from school, for which \$4 a month suffices. A scholarship of \$8 or \$10 provides for car fares and lunches.

The Scholarship Association for Jewish Children also applies the budgetary standard used by the United Charities and the Associated Jewish Charities. At first scholarships were granted to replace the child's probable wages in whole or in part, but for several years they have been granted on the basis of the cost of the child in the home. According to the budget which has been adopted, the cost of maintaining a child of 14 in the home is \$23 a month when car fare is needed and \$20 a month when it is not, and these sums represent the maximum scholarships granted; the lowest amount granted is about \$10 a month. Sometimes in the past the scholarships have been given in the form of loans, upon which no interest is charged and no time set for repayment, but now this is not done unless it is the only way to save a child from going to work, because it is considered unfair to the child to allow him to accept so great a responsibility.

Usually scholarships from both organizations are not granted for a definite period, but are kept up until the child has completed his course or has been obliged to drop out of school because of the inadequacy of the scholarship to meet his own or his family's financial need, or for some other carefully considered reason.

The policy of both agencies has always been to give scholarships adapted to the individual child. A majority of the children take vocational courses—hence the term “vocational scholarships,” commonly used by both organizations. In the words of the vocational adviser of the Scholarship Association for Jewish Children: “Even when scholarships are granted for the general course the child is usually expected to take some commercial work in order that he may be able to earn money to pay for his further education. Since the scholarship children came of families who are just on the poverty line, it is believed to be unsound policy not to have the child take some vocational work while on scholarship which will effect a direct increase in his earning capacity.”

The courses taken by the children given scholarships by the scholarship committee of the Vocational-Supervision League in 1922, as stated in the league's unpublished report for that year, are as follows: Four-year machine shop, 2; four-year business, 12; four-year general, 38; four-year technical, 24; four-year electrical, 1; four-year bookkeeping, 1; four-year normal, 3; two-year business, 73; two-year agriculture, 1; two-year accounting, 3; two-year automobile shop, 1; two-year bookkeeping, 2; two-year household arts, 1; two-year technical, 23; one-year technical, 2; one-year household arts, 2; grammar general, 4; grammar prevocational, 2; total, 195.



The 113 children receiving scholarships from the Scholarship Association for Jewish Children in the school year 1922-23 were enrolled in the following courses: Four-year commercial, 22; four-year general, 18; four-year science, 7; four-year technical, 10; four-year architectural, 1; two-year bookkeeping, 11; two-year commercial, 30; two-year electrical, 2; trade schools, 4; grammar schools, 4; normal and college, 3; night college, 1; total, 113.

Children who hold scholarships are required to report to the vocational counselor of the scholarship agency at her office each month, to give an account of their school work and to receive their checks. In addition, the children are visited in their homes at least once a year by the counselor of the Scholarship Association for Jewish Children and at least twice a year by the counselor of the Vocational-Supervision League. Visits are also made to the teachers when personal interviews regarding the child's school progress seem desirable. The scholarship agencies aim to supervise the health of the children as closely as their school work. Those who are underweight are required to attend nutrition clinics, and the Jewish children are given the opportunity of two weeks' free vacation at camp during the summer. At the completion of their scholarship period children are sent to the placement office of the vocational-guidance bureau, and special care is taken by the scholarship advisers in seeing that they are well placed.

A follow-up program with children whose scholarships have terminated is carried out by both agencies. To the children who have been aided by the Scholarship Association for Jewish Children a questionnaire is sent each spring, inviting them to meet with the adviser during an evening office hour in the fall, and each child is given an opportunity each year to go to a summer camp. This follow-up continues for four or five years. An annual questionnaire is sent out to "graduates" by the Vocational-Supervision League also. Those who do not respond are visited. The purpose of the follow-up as stated by the league is to encourage and stimulate the child's ambition, to adjust work difficulties, and to collect statistical data which will be helpful in advising future scholarship children. The Scholarship Association for Jewish Children has recently completed a report covering the work done by the organization during the 11 years of its existence, and the Vocational-Supervision League is preparing a statistical chart based on its scholarship cases.

## OTHER VOCATIONAL-GUIDANCE ACTIVITIES IN THE SCHOOLS

### SCHOOL COUNSELING AND PLACEMENT

#### The High Schools.

During the period 1910 to 1920, contemporaneously with the development of the central bureau for vocational guidance, similar activities were developed in some of the high schools of the city. They were confined, however, chiefly to obtaining positions for members of the graduating classes, especially those in the commercial and technical courses. Centralization of placement work in the high

schools had been partly effected for only one group of pupils—the graduates of the commercial courses, many of whom found work through the office of the supervisor of commercial education for all the high schools. The Lucy Flower Technical High School for Girls did all its placement through the vocational-guidance bureau, but few of the others appear to have made much use of the facilities offered by the bureau.

In the fall of 1920 a meeting of high-school principals was called by the superintendent of schools to consider methods of centralizing and developing vocational-guidance work in the high schools. As a result of the recommendations of a committee appointed at this meeting, composed of supervisors, principals, and teachers, the superintendent of schools put a plan into operation January 1, 1921, the principal features of which were the appointment, by the principal of each high school, of one teacher to serve as vocational adviser for the school and cooperation by the high-school advisers with the placement division of the bureau. The superintendent's plan for cooperation consisted in sending to the division a record of all applications, placements, employers' calls, and notices of return to school; of receiving calls for workers from the placement division; and of reporting calls which could not be filled. To facilitate the centralization of this work a special department of high-school placement was established in the placement division of the bureau.

All except one of the 24 high schools of Chicago now have vocational counselors, each of whom is also a member of the teaching staff. At the time information regarding them was obtained (November, 1923) 12 of these 23 teachers were in commercial departments, 1 was in an industrial department, and the rest were in academic or special departments. Fourteen had had working experience other than teaching, at least during the summer vacation. Only about half of the number had been granted school time for counseling, the amount ranging from four periods a week to half the total hours of work.

The activities of the counselors vary widely. In several schools where counseling is in the first stages of organization counselors see only those pupils who voluntarily seek advice. A few interview children withdrawing from school as well as graduates of the two-year and four-year courses. If possible, the former are persuaded to continue for the four-year course and the latter advised as to methods of finding employment or informed of college-entrance requirements. Four or five counselors even undertake some follow-up of graduates, though usually only of students in vocational courses or those who have been placed in positions by members of the teaching staff. Each of the high-school advisers is responsible to his school principal and can try out new plans only with the latter's approval. Thus, although the advisers represent their schools at the monthly meetings with the director, they can not be held responsible to the central office of the bureau for program or accomplishment. Active cooperation with the central office is also voluntary with the school. The time at the disposal of the advisers, their personal interest, and the attitude of the principal are the controlling forces. All except one of these high schools, however, use the placement division of the bureau, and several of them depend upon it altogether. Other



schools are reluctant to relinquish placement work, for although none of their advisers has time to maintain an adequate system of records, to visit or solicit openings from employers, to fill calls quickly except at the end of the term, or to make many replacements, these schools hold that both commercial and industrial departments gain prestige among the students and their parents through placing their own students.

No central supervision of the field of educational counseling in the high schools has been effected. Each high school follows its own plan in placing students in courses adapted to their needs and abilities. Although a beginning has been made in giving to eighth-grade pupils an understanding of what secondary schools have to offer (see p. 182) as a result of the efforts of the vocational-guidance bureau, only a few children are yet adequately reached in this way. Most children still attach little importance to the kind of course in which they are enrolling, accident playing a large part in the child's selection of technical, commercial, trade, or academic courses; and high schools are crowded so far beyond capacity that when the new students appear at the beginning of the term refinements of guidance are precluded by the difficulty of placing the students anywhere. The usual procedure is to assemble the new students, explain to them the high-school courses, and assign them to sections. Adjustments are made by the method of trial and error. The counselor, engaged in teaching most of the day, has little time to cope with the individual problems of several hundred new pupils. If he has time to interview those pupils who have the initiative to seek him out with their difficulties he does well. Third or fourth year pupils are likely to receive more attention. Care is given—usually by the school counselor—to their accumulation of credits for graduation and college entrance. One or two counselors are able to discuss future plans with almost all the seniors individually. Several school counselors in the commercial department report success in persuading children who had planned to leave after two years to complete the four-year course. The most intensive work is probably accomplished by those counselors who in their own classes have introduced into the course of study a discussion of the importance of education, the choice of a career, and general consideration of the world of work.

### **The Elementary Schools.**

No organized attempts at counseling and placement of students in the elementary grades have been made by members of the school staffs. Practically all the work done with this group of pupils is handled by the vocational-guidance bureau through its district advisers and visiting teachers, and these, as has been said, reach few children individually except those who are leaving school for work and the members of the graduating classes of a few schools.

The high schools, however, have attempted to interest in high-school work children graduating from the elementary grades. The vocational advisers of the various high schools address the graduating classes of the elementary schools in their districts. Some of the high schools also hold so-called "eighth-grade days." For a number of years two of the technical high schools have invited all the children in the eighth grades in their districts to visit the high



school on a special day near the close of each semester, and while not general nor developed to the same extent throughout the city this movement has spread to a number of high schools and has been especially stimulated by the district advisers of the vocational-guidance bureau in the districts to which they have been assigned. (See p. 162.)

Since the vocational-guidance program in the high schools has been carried on in cooperation with the bureau the movement to interest elementary-school children in a high-school course has had further stimulus through the opportunity for conference on methods between the advisers of different high schools and through the preparation and distribution by the bureau of booklets describing the work offered in the secondary schools. The program adopted in the different schools varies considerably and is admittedly experimental. The following description of the plans carried out by several high schools illustrates the cooperation given the elementary schools by the district advisers and visiting teachers of the bureau:

*Introducing eighth-grade pupils to high school.*—All too often the child applying for an employment certificate says, "I left school because I graduated." The high-school advisers and principals have many plans on foot this spring to impress upon eighth-grade pupils the need for further education and to interest them in high-school work.

In one district high-school life is presented to the graduating class of each grammar school by high-school freshmen, a boy and a girl, who have come from that particular school. Technical high schools are also represented by their students, usually upper classmen, who go out to extend the invitation for "home day" or "field day" and distribute the booklets which show the technical and commercial work being done in the school. In nearly all of the other districts the adviser or the high-school principal talks to the grammar-school pupils. The vocational adviser of one high school is planning to give talks in three of the parochial schools of the district. In the larger districts the work of visiting the grammar schools may be divided among several of the teachers. Medill High School sends out two teachers, one to present the commercial work, one the academic. In many schools the grade teachers prepare the way by talking to their pupils before the high-school representative comes. One adviser makes a second visit to answer any questions the pupils may ask and to help them sign up for their high-school courses. Other advisers and principals encourage pupils to sign up for their high-school courses in the spring.

While there is little chance for individual interview or home visit, one adviser arranges to talk to some of the eighth-grade classes at night when parents can come with their children. She always interviews as many children as possible after her talk to the group. Where there are district advisers and visiting teachers, she interviews each child who is not planning to go to high school and makes home visits where it seems advisable to consult the parents. At one school the visiting teacher reports that among the February graduates while only four or five boys and two girls said they were going to high school when the question was first asked them, as a result of her work the number was increased to 17 among the boys and 11 among the girls. At the Raymond School the visiting teacher is planning to visit the homes of all the graduates to talk over high-school prospects. She has arranged for several talks to the eighth grades by men and women prominent in professional and business life.

This plan of reaching grade pupils gives opportunity to show just what may be expected of the various high-school courses and to urge the four-year rather than the two-year courses. The booklets prepared by the vocational-guidance bureau to advertise high-school courses are widely used in this connection. \* \* \* [the] adviser at the Flower High School \* \* \* takes with her various things made in the school—hats, handbags, dresses, etc.—to give concrete evidence of the value of the training offered. She also visits neighboring high schools to explain the five-month postgraduate course in commercial work

offered at the Flower High School. Advisers and teachers who go to talk to the grades find that the pupils who enter high school are glad to have some one they already know and to whom they can come for help in making adjustments.

A few high schools have "home day" for the eighth-grade pupils and their parents and teachers. The open-house day at Harrison was reported in last month's issue of the News. Lake View High School has a visiting day, with a program arranged for pupils and teachers. At the Lucy Flower High School there is usually a spring fashion show when the high-school girls show the gowns, hats, suits, and other things they have made. At Philips High School the program for "grammar-school day," to be held May 25, will include a demonstration by the commercial-course pupils, aesthetic dances, which the girls have learned in the gymnasium, and music by the high-school orchestra. At Lane Technical High School all the time is given to visiting the shops, classrooms, and gymnasiums. Several of the other schools which have no home day encourage classes from the grammar schools to visit them. Tilden High School has from 1,800 to 2,000 such visitors each semester. Field day in some schools affords the grammar-school children a chance to see something of the high school.

Probably many other methods would be brought out by a thorough survey, since there are many efforts being made which are less direct and less dramatic. For instance, photographs of the shops in Lane Technical High School are sold to students at two for a cent so that pupils may have them to show to their parents and friends. Advisers often arrange scholarships or find after-school jobs for bright children who would otherwise have to leave school.<sup>18</sup>

It has been recommended by the bureau that the system of assigning members of the staff of individual schools to serve as vocational advisers, already in effect in the high schools of the city, be extended to the elementary schools and that in these schools this function be assigned to the assistant principal or head teacher. Their responsibility would not include the interviewing of applicants for work permits, which would still be handled by the district representatives of the bureau.

## LECTURES AND COURSES GIVING VOCATIONAL INFORMATION

### The High Schools.

No organized program for giving vocational information to school children has been developed in Chicago.<sup>18a</sup> In the majority of the high schools, however, the value of directing the pupils' attention to the problems and demands of vocational life is at least partly recognized. Talks on these subjects are given from time to time either by business men of the city, or, less frequently, by vocational advisers or by teachers in their regular classes. No regular time has been set aside in each school for this work; in some schools such talks are given not more often than once each semester, and in only a very few as often as once a month. Even when instruction is given by teachers it is usually informal and irregular and incidental to the subject matter of some regular course, such as industrial history and civics. Since vocational advisers have been appointed for the high schools and closer cooperation with the vocational-guidance bureau has been established, the study of occupations as a part of the high-school curriculum has been given considerable impetus. In half a dozen schools recently the vocational

<sup>18</sup> Vocational-Guidance News (published by vocational-guidance bureau), May, 1923.

<sup>18a</sup> In February, 1925, it was reported that class work in the study of occupations had been authorized for Chicago high schools, ultimately to cover a full semester course. Eight high schools had organized classes, either elective or required or both; one gave a six-weeks course; six gave two weeks to the study of occupations, in their civics classes; nine gave only the required civics courses.



advisers have organized short courses in occupational information averaging about 10 days in length in connection with other subjects, usually civics, social science, or English. In most of these courses each student is required to study at least one occupation. An outline prepared by the vocational-guidance bureau is followed except in one school, which uses an outline prepared by the Harvard Bureau of Vocational Guidance. (See p. 16.) Some of the courses are optional, but others reach all the students in the grade for which the course is given, as, for example, the second year or the graduating class. In one school where this course is regularly given each year in connection with the study of English every student is reached.<sup>19</sup> In a few schools a textbook is used in connection with the course on vocational information.

### The Elementary Schools.

In the elementary schools practically no study of occupations has been undertaken formally, but the vocational-guidance bureau is preparing a course for use in the elementary schools. It will include studies of the occupations in which the children are particularly interested—the kind of work each involves and the preparation necessary to enter it. The bureau has also prepared an outline which, it is hoped, may be used in the first semester of the eighth grade.<sup>19a</sup>

## THE USE OF MENTAL TESTS AS A FACTOR IN GUIDANCE

The use of mental tests as a basis for educational and vocational guidance is hardly begun in Chicago. Individual mental tests are given by the child-study department of the board of education primarily to select candidates for special rooms for defectives. The child-study department and two other public institutions (the Central Free Dispensary and the Institute for Juvenile Research, a State agency) which specialize in the study of such cases also examine children who are suspected of being psychopathic or who present recognized behavior problems. The recommendations made refer to mental, physical, and social treatment and not to educational or occupational direction. Both scholarship organizations (see p. 177) refer all applicants to the Institute for Juvenile Research for individual psychological tests. A special study of certificated children who had had difficulties in holding their positions was made in 1922 for the vocational-guidance bureau by the psychiatrist of the Central Free Dispensary. Apart from this no use has been made by placement workers of mental or other tests as an aid to the understanding of vocational problems or as a means of determining the qualifications of individual children for different kinds of occupations.

Little use is made of mental testing as a basis for the classification of school children. Under the direction of the bureau of stand-

<sup>19</sup> Vocational-Guidance News (published by vocational-guidance bureau), January, April, and May, 1923.

<sup>19a</sup> In 1924-25 the bureau prepared a set of five "Lessons on High-School Courses and the Value of an Education" to be given in all the 8A grades of the Chicago schools. Attractively arranged and illustrated lesson sheets were prepared for the use of the children, who were urged to take them home to their parents, and teachers' lesson sheets amplified the material presented in the children's sheets.



ards and statistics of the public schools the pupils of a few elementary schools have been given group tests and divided on this basis into three sections, rather for the purpose of improving teaching facilities than as a means for providing educational guidance. In three of the high schools mental tests have been given for the purpose of classifying first-year pupils into groups according to their abilities, and in one of these, a technical high school, the tests have been used to some extent as a basis for vocational guidance.

## THE SCHOOL ORGANIZATION AND CURRICULUM IN RELATION TO GUIDANCE

### DAY SCHOOLS

#### Prevocational Courses.

Chicago has not adopted the junior high school plan of organization.<sup>19b</sup> Neither has the city any regular day schools or special courses giving direct trade preparation for boys or girls.

Prevocational courses are given for retarded boys and girls of the fifth,<sup>19c</sup> sixth, seventh, and eighth grades and afford an opportunity for trying out aptitudes along different industrial lines. The classes are held in five high-school buildings. Pupils therefore have the opportunity of using the regular high-school equipment and of working with other pupils of their own age. In at least one school students taking the prevocational course may be promoted by subject so that a boy or girl may enroll in regular high-school courses in practical subjects while pursuing academic work as part of the prevocational class. The success of these courses in holding children whom the elementary school has failed to interest is shown by the fact that a very large proportion—85 to 90 per cent—after their graduation enter the regular four-year or two-year secondary course in the school which they have been attending.

In addition to the prevocational courses, 40 of the 268 regular elementary schools offer special industrial courses for children of 14 who have not completed the sixth grade and to children of 15 or over who have not completed the seventh and eighth grades. They differ from the regular courses prescribed for these grades in giving more time to handwork.

#### Vocational Courses.

While there are no regular trade or vocational day schools receiving State aid, the technical high schools and the technical courses in the other high schools offer a wide choice of four-year and two-year courses in industrial and commercial subjects, many of which have definite vocational value. The two-year vocational courses, as they are called, are specifically designed to meet the needs of elementary-school graduates who wish to prepare themselves as soon as possible to enter skilled or semiskilled positions in business or industry. They differ, however, from the usual trade courses in that a sufficient amount of school time is given to academic subjects to

<sup>19b</sup> In September, 1924, five junior high schools were opened, and it is planned gradually to reorganize the school system on the junior high school plan.

<sup>19c</sup> Beginning September, 1924, fifth-grade pupils were not admitted to prevocational classes.

enable the student to change to the four-year course after completing two years of work.

A general two-year course of standard college grade is offered by the public schools in the Crane Junior College. The extension of this work to a four-year course is under consideration. In connection with one of the high schools a junior college of commerce and administration is conducted; this also is of standard college grade. A five-month intensive course in typewriting and stenography for high-school graduates is given in five high-school buildings.

### Apprenticeship Schools.

Another and more unusual type of vocational training offered by the Chicago public-school system is the courses which for some years have been given in a number of trades for apprentices who are trade-union members. Under an agreement made in 1901 between the district council of the carpenters' union and the carpenters' and contractors' association and the Chicago Board of Education apprentices were laid off during January, February, and March of each of the four years of their apprenticeship, during which time they were required to attend school for eight periods a day and were paid their regular wages if they attended school daily. This apprentice school was later made a department of the technical high schools. In 1912 and 1913, through similar agreements between the employers and organized workers, classes in the technical high schools were started for electrical workers' apprentices, plumbers' and gasfitters' helpers, and machinists' apprentices. These also were four-year courses, but, unlike the carpenters' course, were given one-half day a week throughout the school year. Advisory councils composed of representatives of the employers and the unions were appointed on invitation of the board of education to advise the school officials with reference to the course of study and other matters relating to the conduct of the school.<sup>20</sup>

Courses are now conducted for apprentices who are union members in the trades mentioned, and for pattern makers, sheet-metal workers, bakers, watch and clock makers, tailors, and cobblers.<sup>21</sup> Except those for plumbers and for bakers, which are still held in one of the technical high schools, the courses are given in a building especially devoted to continuation classes and since 1919, when the Illinois continuation-school law was passed, have been conducted under the supervision of the director of continuation schools. Except the course for carpenters' apprentices all these classes are now organized on the short-unit plan, covering 10 weeks each.

### Special Classes.

Chicago has a well-organized system of special rooms, and the procedure for selecting children for such rooms is well established and operating effectively. All schools and classes for the mentally and physically handicapped who are recommended for attendance by the child-study department are under the direction of a director of special schools. The special schools include 108 special rooms for

<sup>20</sup> Accounts of the work of the apprenticeship classes are in the reports of the Chicago Board of Education for 1913, pp. 154-155, 162-164.

<sup>21</sup> It is reported (1925) that the last three have been discontinued.



mentally retarded children, 4 schools for crippled children, 6 classes for the blind in addition to sight-saving classes, 4 classes for the deaf and semideaf, 58 open-air rooms for anemic and pretuberculous children, and 3 rooms for epileptics. Twelve teachers are employed to give instruction to pupils having speech defects. There are also classes in a number of hospitals and sanatoria and in the institutions for juvenile delinquents. In 1922 more than 5,000 children were enrolled in special classes.

In 1924, 2,200 children (one-half of 1 per cent of the net enrollment of the Chicago public schools, exclusive of normal, evening, and continuation schools) were enrolled in special classes for the mentally defective.

### CONTINUATION SCHOOLS

Chicago children under 16 who have left school for work, unless they are graduates of a four-year high-school course, are obliged to remain under the supervision of the board of education for two half days a week or one full eight-hour day during 50 weeks a year, totaling as large a number of hours' attendance at continuation school as is required in any city of the United States. In 1923 all minors under 17 could be obliged to attend continuation school; in 1924 all under 18.<sup>22</sup>

The function of the part-time school for employed minors as an agency for vocational direction is well recognized in the program of the Chicago continuation schools. Although as yet no plans have been put into operation for coordinating the home, the work, and the school life of the student by allowing teachers time for visits to homes and places of employment or assigning special workers to this task, the director of continuation schools clearly recognizes the need for such work, and its systematic development is reported as waiting only upon the appropriation of adequate funds.

In addition to a commercial continuation school for boys and girls employed in offices and stores in the "loop" district, which has a number of branches in different parts of the city, four other continuation schools have been established—one for boys only, one for girls only, and two for both boys and girls. The work of the continuation schools consists of academic subjects—English, mathematics, civics—and shop or commercial work related to the occupations of the pupils. Homemaking courses are provided for girls.

The commercial continuation schools offer instruction in a large number of subjects such as accounting, stenography, general office practice, and salesmanship, and in the operation of practically all kinds of mechanical appliances used in offices. A special course of study adapted to the requirements of the banking business is offered to boys who are employed in banks. For boys who prefer manual work to office work a general shop is provided. The continuation schools in the stockyards district, for boys employed in the offices of packing houses, have a commercial course organized with special reference to the packing industry.

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<sup>22</sup> Illinois, Acts of 1919, p. 919, as amended by Acts of 1921, p. 815. On Nov. 1, 1924, the age limit of attendance at Chicago continuation schools was raised to 17 years.



In the other schools the possibility of relating vocational studies to the students' occupations is much more limited because of the nature of the work in which the majority are employed—chiefly errand work or unskilled work in factories. In the boys' courses in these schools the "cycle" plan of rotation in different kinds of shop-work is followed. In one school three shops are used in this program; in another, four. The following description of the plan of study followed in one of these schools indicates the way in which the continuation school functions as a vocational-guidance agency.

A large proportion of the children are in jobs that have little or no educational significance. This fact has led to considerable thought on the problem of presenting something in the school that will assist the child in finding himself. \* \* \*

#### THE "CYCLE" PLAN

The "cycle" plan as it is carried out at Washburne Continuation School is a device whereby the boy is given an opportunity to test out his inclinations and abilities for vocations, to further vocational training and general education, and to help the boy find his place in the community in which he lives.

To accomplish this the year is divided into four periods of approximately 12 weeks each. During each of these periods the boy is given experiences representing those of a worker in the important occupations of the community. This division of the year makes it possible to carry on eight distinct lines of occupational activity during the two years the 14 to 16 year old boy is in school. Unless a very pronounced like or dislike for any one department is expressed the boy is expected to rotate through each department with the group to which he has been assigned.

While the experiences in these major subjects are important they are not sufficient in themselves. Other and vital vocational information must be given in order to acquaint the boy with conditions he may expect to find on the job. He must know something of the supply and demand of labor in each field, the physical and educational qualifications of the tradesman, the desirable and undesirable features of the trade, the continuity of work throughout the year, wages, and length of training period.

The so-called academic subjects are not neglected under the cycle plan. The boy does get training in drawing, English, mathematics, civics, science, and good health, motivated, in the first place, by the concrete situations presented by the major subjects; in the second place, by his present job; and in the third place, by the demands of his home and community life. Such a scheme demands intimate acquaintance with the individual and with the life in which he is to live.

Statistics have been compiled which show that most boys of the type attending the Washburne Continuation School will eventually find themselves in industry. A boy 14 years of age is not too young to begin the development of a mechanical sense. That mechanical sense will carry back and forth between similar trades. The shops and departments represented in the cycle plan, then, not only are representative of the machinist trade, the sheet-metal worker's trade, and the like but of many other trades which have much in common with these.

It is believed for the cycle plan, if conscientiously carried out, that it will afford a basis for a more intelligent choice of vocation, will get the boy ready for a trade, and will give some training therein. It will reduce labor turnover, will prevent misfits, and will give a basis for appreciation of labor and the products of labor. It will open the door of opportunity to every individual according to his tastes and his native capacity.<sup>28</sup>

#### SUMMARY

The movement for vocational guidance in Chicago had its beginnings for the most part outside the public-school system. A group

<sup>28</sup> Third Annual Report of the Public Continuation Schools of Chicago, for year ended July 1, 1921, pp. 13-15.

of workers primarily interested in the social and economic rather than the educational aspects of the problem sought to stem the tide of premature school leaving and haphazard drifting into jobs by a system of investigation of occupational opportunities, counseling, and placement which developed into an organized bureau of vocational supervision. Although the work was initiated and for some years carried on by private enterprise its sponsors from the first conceived of it as a function which properly belongs to the public-school system. Cooperation with school authorities was gradually developed until in 1916 the entire personnel and program, except raising and administering scholarship funds, were taken over as the vocational-guidance bureau of the board of education. Later, as a means of reaching school "drop outs," the bureau was given the duty of issuing employment certificates.

Up to the present time the bureau has reached principally the group of children under 16 (that is, of employment-certificate age) who are definitely planning to leave school for work. Its efforts therefore have been directed largely, first, toward convincing this group of children of the meager opportunities for work open to persons of their limited training and persuading them to return to school; and second, toward obtaining for those who could not be prevailed upon to continue their education such work as offered the most promising future. To these ends it has developed a system of disseminating information regarding various types of school opportunities, of awarding scholarships to children eligible for work permits, and of investigating industries and local establishments.

The bureau recognizes the limitations of a program of vocational guidance which does not begin until the child is leaving school and which reaches only children applying for work permits. It is attempting to reach a much wider group of pupils through the establishment of a placement service for high-school graduates and "drop outs" and through cooperation with a corps of vocational advisers in the high schools who are members of the teaching staff in their respective schools. The assignment of vocational advisers from the bureau staff to the various school districts, developed primarily as a means of better administration of the employment-certificate system, promises fruitful results as a medium of vocational guidance in the elementary schools.

Except in the appointment of vocational advisers from the teaching staff of the individual high schools little organized effort toward the development of a vocational-guidance program has been made by individual schools. Vocational information as a part of the school curriculum has been little developed although a beginning has been made in some high schools. The machinery for classifying students from the results of a general program of mental testing, now being tried out in a number of cities, is lacking in the Chicago schools. Prevocational courses held in five of the technical high schools offer a rotation of shop courses for a limited number of retarded children of the upper elementary grades, but opportunities for try-outs in different types of courses in the intermediate grades are not available to the student in the Chicago schools as they are in certain of the cities where a junior high school system has been developed.





## CINCINNATI

### HISTORY OF THE VOCATIONAL-GUIDANCE MOVEMENT

#### THE DEVELOPMENT OF THE VOCATION BUREAU

The vocation bureau of the Cincinnati Board of Education is the joint product of private initiative and public-school cooperation.<sup>1</sup> When in 1910 a State child labor law went into effect, which for the first time gave the public schools supervision over young wage earners by making the schools responsible for the issuance of employment certificates to children leaving school for work, the director of the Schmidlapp Bureau of Cincinnati, a private memorial fund devoted to promoting the educational interests of girls and young women, and a representative of the local branch of the National Child Labor Committee, both of whom perceived the almost unlimited possibilities for research offered by employment-certificate records, undertook, through the cooperation of the superintendent of schools and the financial assistance of a number of private citizens, to organize and administer the new certificate-issuing office, in order to facilitate investigation of the various phases of the problem of child labor. Thus from the beginning the vocation bureau had the twofold function, by which it is still characterized, of administration and research.

This work was begun in 1911 with a budget of \$5,000, the money for which was contributed from private sources. During the next four years the bureau was occupied with the administration of the employment-certificate provision of the child labor law and with an intensive study of a selected group of working children. This study included physical and mental examinations both of the working children and of a comparable group of school children and visits to the homes and places of employment of the workers.<sup>2</sup>

Between 1915 and 1921 the bureau took on additional duties and functions. In 1915 a placement department was organized. In 1916 the psychological department, which up to that time had been used only for special research, was designated by the board of education to select children for the special classes for mental defectives and later was given the task of testing children for all kinds of special classes (see pp. 219-220), of giving group intelligence tests in the schools as an aid in classifying pupils, and of supervising the mental testing of children in juvenile-court cases. The work of the

<sup>1</sup> Vocation Bureau. Cincinnati Public Schools, 1922.

<sup>2</sup> The complete report of the results of this investigation, *A Comparative Study of 500 School and Working Children*, is in press. Among the brief published reports based on the findings are: "Charting childhood in Cincinnati," by Helen Thompson Woolley, in *The Survey*, Aug. 9, 1913; "Facts about the working children of Cincinnati and their bearing upon educational problems," by Helen Thompson Woolley, in *The Elementary School Teacher*, Vol. XIV, Nos. 2-3, October-November, 1913; *Mental and Physical Measurements of Working Children*, by Helen Thompson Woolley and Charlotte Rust Fischer (The Psychological Monographs, The Psychological Review Co., Princeton, N. J., and Lancaster, Pa., Vol. XVIII, No. 1, December, 1914); "The issuing of working permits and its bearing on other school problems," by Helen Thompson Woolley, in *School and Society*, vol. 1, No. 21 (May 22, 1915), pp. 726-733.

psychological department of the bureau was still further extended in 1920 by the organization of a division of educational tests and measurements to train teachers in giving standardized educational tests and to supervise the administration and evaluation of such tests. In the same year the bureau organized a volunteer committee for the supervision of feeble-minded young persons in industry, a piece of work which was later transferred to certain social agencies that agreed to cooperate in it. As early as 1918, first in cooperation with the women's committee of the Council of National Defense and later as one of its own activities, the bureau undertook the administration of a scholarship fund to keep in school promising children who would otherwise be obliged to go to work at an early age. In 1920, in recognition of the close relation between school-attendance work and the other activities of the bureau, and of the essentially social nature of this work, the attendance department of the schools was transferred to the vocation bureau. Closely allied with the work of the attendance department but an outgrowth of the mental-testing work for the juvenile court was the appointment in 1920 of an "adjustment officer" on the staff of the bureau, whose duty it is to deal with school children guilty of various minor delinquencies.

The bureau did not attempt to develop vocational counseling in the schools, but beginning with 1919 it instituted a series of conferences between the director of the bureau and teachers representing various schools, for the discussion of the work of the bureau and its use by teachers, and in 1921 it began a series of pamphlets on industries and occupations for schoolroom use by issuing a pamphlet for teachers on the study of occupations and the teaching of classes in occupations.<sup>3</sup>

With the enlargement of the bureau's work a constantly increasing proportion of its budget has been appropriated from public-school funds. "The advantage to the bureau in having private funds at its disposal," reads the official survey of the work of the vocation bureau, "is that it becomes possible to try some experiments which could not be financed by public funds. As soon as a piece of work has demonstrated its value it becomes possible to demand public money for it."<sup>4</sup>

## OTHER VOCATIONAL-GUIDANCE ACTIVITIES IN THE PUBLIC SCHOOLS

Prior to 1911 circulars explaining the character of the various high-school courses offered in the Cincinnati public-school system had been distributed to eighth-grade pupils. But in 1911 the High School Teachers' Association began an organized effort to give systematic guidance throughout the high-school course, through the appointment of a committee on vocational guidance with a subcommittee in each high school. Attempts were made to put books on vocational guidance in each high-school library, to obtain pamphlets on occupations and on the requisite training for different kinds of work, to assist principals in explaining high-school courses

<sup>3</sup> An Introduction to the Study of Occupations. Vocational Pamphlet No. 1. Cincinnati Public Schools, 1921.

<sup>4</sup> Vocation Bureau, p. 5. Cincinnati Public Schools, 1922.



to eighth-grade pupils, to obtain speakers on vocations, and to interview each high-school pupil in regard to his future plans.<sup>5</sup> The next year one of the high-school teachers was appointed director of vocational guidance or "vocational service" on a part-time basis, and parts of a program worked out in cooperation with the teachers were introduced in about 20 elementary schools and 1 high school.<sup>6</sup>

During the next few years<sup>7</sup> the principal activity in the elementary schools consisted of giving vocational information and information on high-school courses and the vocational value of each. Committees of teachers were appointed to make studies of occupations, vocational information was correlated with other school subjects, and the civics course was reorganized to include topics on vocational and community life. The need of prevocational training for children not planning to go to high school was emphasized. Teachers were urged to study the personal characteristics of these pupils and to tell them of opportunities in the trades. A guidance card recording pupils' characteristics was experimented with. In the high school each group of 30 pupils had an adviser who followed up students in danger of failing, attempted to familiarize pupils with the requirements and opportunities of various occupations, and gave advice in regard to the choice of a college or an occupation. Teachers and outside speakers gave addresses on vocational subjects, following a prescribed outline, and vocational information was correlated with the work in English. The high-school program was felt to be considerably handicapped by the fact that advisers were full-time teachers, but though the director of vocational guidance urged the necessity of giving the advisers time from their teaching schedule for their counseling work this was not done for some time.

The organization of the Cincinnati Civic and Vocational League in 1915, through the cooperation of the board of education and the local chamber of commerce, considerably affected the vocational-guidance work in the schools. The purpose of the league was "to bring boys and girls more closely in touch with all good community activities and to assist them to take an active and valuable place in their chosen vocations,"<sup>8</sup> by organizing civics classes into clubs for the study of civic and vocational activities. From this time on vocational guidance in the schools tended to give more and more emphasis to the development of civic courses, to excursions to places of employment, and to lectures on vocational subjects by outside speakers. In 1916 the director of vocational guidance recommended the appointment of a person to make occupational studies, the establishment of a research course for teachers in occupations, including industrial excursions, the further development of club work under the Civic and Vocational League, and a "thorough trial under favorable conditions" of the teacher-adviser plan in the high schools.<sup>9</sup>

With the development of the vocation bureau the direction and supervision of vocational-guidance activities in the schools were

<sup>5</sup> Eighty-second Annual Report of the Public Schools of Cincinnati for the School Year Ending Aug. 31, 1911, pp. 33-34.

<sup>6</sup> Eighty-third Annual Report for the School Year Ending Aug. 31, 1912, pp. 54-56. Cincinnati Public Schools.

<sup>7</sup> See annual reports of the Cincinnati public schools, eighty-fourth (1913), pp. 218-222; eighty-fifth (1914), pp. 90-91, 256-271; eighty-sixth (1915), pp. 185-194.

<sup>8</sup> The Cincinnati Civic and Vocational League (leaflet).

<sup>9</sup> Eighty-seventh Annual Report of the Public Schools of Cincinnati for the School Year Ending Aug. 31, 1916, p. 134.



gradually transferred to that agency. Such activities as had been developed under the teacher-director of vocational guidance unless specifically provided for in the plans of the vocation bureau continued to develop only in accordance with the interest in vocational guidance felt by individual principals and teachers. In 1918-19 a full-time "dean" or "student adviser" was appointed for each of the high schools, and the office has been continued up to the present, but the duties of these advisers only incidentally touch the field of vocational guidance.<sup>10</sup>

Between 1913 and 1917 the Cincinnati Board of Education cooperated with the Cincinnati Chamber of Commerce in a "vocational survey," the purpose of which was to obtain information as a basis for the consideration of an extension of industrial education in the schools and for vocational-guidance purposes. Two studies were published: "Printing Trades" in 1915, and "Garment-Making Industries" in 1916. Officials of the public schools and members of the staff of the vocation bureau cooperated with the chamber of commerce in the making of the second of these studies, and the Schmidlapp Bureau met the expenses of its printing.<sup>11</sup>

The board of education in 1920 gave still further evidence of its recognition of the importance of vocational guidance in the schools by authorizing an educator to make a study of pupils in the upper grades of the elementary schools and in the high schools and of their vocational interests with the object of better adapting the school courses to the needs of the pupils. Each pupil in grades 7 to 12 filled out a "vocational-inquiry card" stating his vocational choice, the occupations of other members of his family, and his expectations and desires in regard to his future education and training. The vocation bureau obtained the intelligence quotients of a number of pupils in various types of schools, and these were correlated with their choice of occupation. Conferences on vocational interests and problems were held with pupils in many schools. The report of this survey<sup>12</sup> made a number of recommendations dealing chiefly with an extension of lines of work in which the vocation bureau was engaged, but including also recommendations in regard to the reorganization of the school system.

In 1922 the superintendent of schools appointed a committee of school officials and principals, including the director of the vocation bureau, to consider the reorganization of the schools with a view to adapting them more satisfactorily to different types of pupils.<sup>13</sup> One of the members of the committee organized a study of the pupils

<sup>10</sup> In the high school in which the adviser's duties are most fully developed, the adviser, in addition to making such adjustments between school and home as are usually made by a visiting teacher, has several assignments usually regarded as part of the work of a vocational counselor: Every two weeks she holds group meetings with first-year girls, in which the choice of a high-school course or vocational information may be the subject of discussion; she interviews each withdrawing girl before the latter receives her school-leaving papers, gives advice in regard to the choice of a course when it is requested or when it seems needed, interviews failing girls if they are referred to her by the teacher, obtains assembly speakers on vocational subjects and addresses eighth-grade classes in the district on the course which the high school offers, and arranges for groups of eighth-grade children to visit the school.

<sup>11</sup> The Schmidlapp Bureau also published, in 1917, the report of a survey made by the Ohio Valley Branch of the Association of Collegiate Alumnae (now the American Association of University Women): *Opportunities for Vocational Training in Cincinnati for Women and Girls*.

<sup>12</sup> McCracken, Dr. Thomas C.: *A Study of the Vocational Interests of Children, Cincinnati Public Schools, Grades Seven to Twelve*. Cincinnati, 1920.

<sup>13</sup> The School Index [official publication of the Cincinnati public-school system], May 4, 1923, Vol. IX (1922-23), p. 272.

in 12 representative Cincinnati schools, the principal findings of which were as follows: (1) 45 per cent of the pupils did not expect to continue through high school, and very few of these expected to go beyond the ninth or tenth grade; (2) 40 per cent expected to complete high school; (3) fewer than 15 per cent of any grade completed high school. Basing its recommendation on the conclusions drawn from these facts, the committee made the following general suggestions for a school organization:

- (1) For those pupils who do not expect to continue through high school—
  - (a) Distinct vocational courses to take care of the boys that are capable of becoming skilled mechanics or artisans.
  - (b) Short commercial courses for girls and boys who do not want to enter the trades.
  - (c) Household-art courses for girls who wish to qualify for the sewing trades, seamstresses, milliners, and domestic service.
  - (d) Opportunity classes, with provision for a large amount of time to be given to the manual and household-art subjects, for the boys and girls who are distinctly retarded because of mental ability and who are not able to measure up to the standard required for skilled mechanics or trained commercial workers.
- (2) For those pupils who do expect to go through high school a type of school between the elementary and high school—
  - (a) Which will give special emphasis to mental tests and social work, with the distinct purpose of discovering high-school courses which they will be able to accomplish; and
  - (b) Which will prepare them for the high-school courses.

Up to 1925 no action had been taken on this report.

## ORGANIZATION AND ACTIVITIES OF THE VOCATION BUREAU

### ORGANIZATION

The vocation bureau is at present organized under three main divisions—the psychological laboratory, in charge of the associate director of the bureau; and the attendance department and the employment-certificate and placement department, each in charge of an assistant director. All the departments of the bureau are housed together, with a central waiting room, in a down-town office building in which are located other administrative offices of the board of education.

Besides the director the permanent staff for the school year 1924-25 numbered 37. The attendance department, in addition to the assistant director in charge, had 8 attendance officers and a stenographer; the employment-certificate and placement department had a placement secretary, who was the assistant director in charge of that office, 4 assistants to the placement secretary, a worker in charge of occupational studies, a clerical assistant, and a stenographer; the psychological laboratory, in addition to the director, had an assistant director, a statistician, a social investigator, 8 laboratory assistants or examiners, 6 of whom were on part time, a secretary and laboratory assistant, 2 stenographers, and a clerk. Two workers doing mental testing for the juvenile court were under the supervision of the director of the psychological laboratory. The administration of the scholarship work is in charge of a scholarship committee, which is made up of representatives of the schools and other individuals and organizations interested in the work. From time to



time temporary workers are taken on by the bureau, either regularly or at certain times of the year, as in the case of school-census enumerators, or in connection with special research studies. In 1924-25 nine volunteers worked regularly in the bureau, five in the psychological laboratory, three in the employment-certificate office, and one in occupational studies.

All regular positions on the staff are under the civil service, and the bureau sets certain additional requirements for its technical workers. For assistants in the psychological laboratory it requires college graduation or its approximate equivalent, with specialization in psychology, preference being given to candidates who have had graduate work; no experience is required, but preference is given those who have had experience in administering tests, and where the training has been weak a period of volunteer apprenticeship is often required. In practice the selection of the personnel of the laboratory is not on the basis of the minimum requirements. Efforts are made to find persons who have had special courses in mental measurement, including practical experience in administering tests, courses in abnormal psychology, courses dealing with the social aspects of subnormality and abnormality, and courses in educational psychology and in statistics. Assistants in the employment-certificate and placement department must be college graduates and must have experience in educational or social work. Although the officials of the vocation bureau believe that attendance officers should have college training and experience in methods of social case work, the only civil-service requirement is the completion of a high-school course. However, of the eight attendance officers of the bureau in 1924-25 four were college graduates or had taken college or university courses, and of these three had had experience in social case work also.

The salary range for full-time psychological laboratory assistants is from \$1,300 to \$2,000; for assistants in the employment-certificate and placement department, from \$1,200 to \$2,000; and for attendance officers, \$1,400 to \$2,200.

The budget for the school year 1924-25 was \$92,167, which was distributed as follows:

Board of education appropriation.....	\$72, 167
Attendance department.....	31, 470
Census.....	6, 292
Employment-certificate and placement department.....	13, 210
Psychological laboratory.....	21, 195
Contribution from community chest and council of social agencies.....	20, 000
Scholarships.....	6, 300
Administration and psychological laboratory.....	\$9, 150
Occupational studies.....	2, 000
Contingent fund.....	2, 550
	13, 700

The main activities of the vocation bureau are administration of the compulsory school-attendance laws, issuance of employment certificates, administration of the psychological and education testing program of the public-school system and supervision of the psychological testing for the juvenile court, administration of a scholarship fund, preparation and dissemination of material for use in



vocational-information courses, special research, and placement. No system of vocational counseling in the schools under the supervision of the vocation bureau has been developed in Cincinnati. A teacher from each of the public schools of the city, however, meets from time to time with the director and members of the staff of the bureau to hear of its activities, and three members of the staff give courses related to the work of the bureau in the teachers' college of the University of Cincinnati, so that all the public schools are identified with the work and aims of the vocation bureau.

## THE EMPLOYMENT-CERTIFICATE AND PLACEMENT DEPARTMENT

### Employment-Certificate Issuance in Relation to Vocational Guidance.

The vocation bureau had its origin in a recognition of the value of the work permit in the solution of problems of school and vocational adjustment. It has made from the beginning effective use of the employment-certificate provisions of the child labor law to maintain contact with the individual young wage earner and to supervise the early years of his working life. But it has gone further than this in stressing the vital importance to the school and to industry of statistics of employment-certificate issuance. "Statistics of working permits are vital statistics of the school," declared the director of the bureau in the first years of its work. "They correspond to the death rate of the community. The usefulness of statistics of the death rate depends on how accurately they are analyzed. Most communities plan their campaigns of health and sanitation on the basis of their vital statistics. The statistics regarding working permits should have just as direct a bearing on school problems."<sup>14</sup> This conception of the work-permit office as a laboratory for testing the efficiency of the schools in terms of what becomes of the children who leave school to go to work has given the administration of the child labor law in Cincinnati special interest and significance from the point of view of vocational guidance.

The Ohio child labor law<sup>15</sup> sets standards that make possible a relatively high degree of supervision over the young worker. Although employed minors up to the age of 18 do not remain under the direct supervision of the schools, as in a few States where the law requires that continuation schools must be established and that children must attend up to 18 years of age, they are not permitted to leave the regular schools until they have reached 16 years of age and have completed the seventh grade. If they go to work between the ages of 16 and 18 they come under the supervision of the certificate-issuing office through the requirement of the law that every employed minor under 18 years of age must have an employment certificate, which must be renewed each time the worker changes his employer. Thus, the certificating office has a record of the whereabouts at least of every child under 18, and it comes in contact with each child probably several times during his early working years, and more often, of course, with those children who have difficulties in becoming adjusted to occupational life. The law

<sup>14</sup> Woolley, Helen Thompson: The issuing of working permits and its bearing on other school problems. Reprint from *School and Society*, Vol. I, no. 21 (May 22, 1915), pp. 726-733.

<sup>15</sup> Ohio, Annotated General Code, 1912, secs. 7765, 7766, 7766-1 to 7766-9, as amended and added by Acts of 1921, p. 376.

requires a promise of employment or employer's "contract," upon which the occupation in which the child is to be employed must be stated, so that the issuing office may refuse to grant a certificate to a child if his prospective employment is illegal. The law requires also a certificate of physical fitness from a public-health physician, which is valid for any legal occupation, except that in case of physical disability it may be limited to occupations specified by the physician. The Ohio law specifically requires that a child be given a physical examination for each new certificate, a provision that affords the issuing office an opportunity to exercise a measure of supervision over his physical condition during the critical first years of work and to determine to some extent the physical effects of various types of occupation, but in Cincinnati the reexamination has not been used for these purposes owing to lack of time on the part of examining physicians and the staff of the certificate-issuing office.

The effectiveness of these legal provisions has been reinforced by the procedure of the employment-certificate office. Not only are the issuing officers thoroughly acquainted with the law and the details of issuing, but most of them are also trained in employment and educational and social problems (see p. 196), so that they are quick to recognize and provide for cases needing more than routine treatment. All such cases are referred to the director of the department, who herself interviews many of the applicants for certificates. It is always possible to arrange for a private interview with an applicant when privacy is felt to be desirable.

Two illustrations will suffice to indicate how the vocation bureau through its recognition of the importance of the details of issuing has used the provisions of the law and has cooperated with other agencies to obtain the maximum benefit to the individual applicant. "When we first began the issuance of certificates," says the director of the bureau, "almost no child was refused a certificate because of inability to come up to the health standard of the law, and then only when great pressure was brought to bear upon the district physician."<sup>16</sup> Now, although the bureau has no physicians of its own to give physical examinations to applicants for employment certificates, the physicians of the city board of health who in Cincinnati give such examinations see about one-fourth of the children at the office of the vocation bureau, and in the year September 1, 1923, to August 31, 1924, they found that 67 per cent of the applicants had physical defects. In order to stimulate correction of these defects, the great majority of which are dental caries, the office issues a temporary certificate after treatment has been begun, which permits the child to work while the defect is being corrected as long as he reports periodically as to the treatment he is undergoing. Rarely, probably not more than once a year and only in the most serious cases, does the office refuse outright to issue a certificate. If the defect is sufficiently serious to warrant it, the office calls the prospective employer on the telephone and explains the nature of the defect, and makes a special effort to keep in touch with the child and the nature of his work. The law does not require that a child be certified by the physician for the particular occupation in which

<sup>16</sup> Campbell, M. Edith: "The value of certificate-office records to the student of child-labor problems." *Standards and Problems Connected with the Issuance of Employment Certificates*, pp. 16-17. U. S. Children's Bureau Publication No. 116. Washington, 1923.



he is to engage, but the issuing officer usually refers children having certain types of defects to the placement office of the bureau for direction into work that is suitable to their physical condition.

In the issuance of "retarded certificates," which according to the law may be granted to children mentally incapable of meeting the educational requirements of the regular certificate, and which in the hands of careless issuing officers might become a means of handicapping a child rather than providing special protection, the bureau exercises unusual precautions. If the principal of the child's school says that the child can not complete the seventh grade by the time he is 18 years of age the bureau will issue a retarded certificate. If, however, the principal refuses to take this responsibility, a group mental test is given by the psychological examiners of the bureau and if the test indicates that the child's intelligence quotient is above 80, the certificate is refused. If the principal is unwilling to accept the group-test results as final the applicant is given an individual mental test, and if the result shows the intelligence quotient to be between 70 and 80 the principal's recommendation is followed; if the principal is unwilling to make a recommendation, a retarded certificate may be granted if the child's intelligence quotient is 75 or less, but the certificate is always refused in such a case if the intelligence quotient is more than 75. Of the certificates issued in the year September 1, 1923, to August 31, 1924, to both 16 and 17 year old boys and girls, 17 per cent were "retarded certificates."

The following tables, based on tabulations made in the certificate-issuing office of the vocation bureau, are of special interest in that the data are classified according to whether the minor received a "regular" or a "retarded" certificate."

<sup>17</sup> The tables show that the majority of the normal boys go into occupations classified as trade, transportation, or clerical, whereas the majority of the retarded boys go into manufacturing and mechanical industries, though the proportion of normal boys entering the printing trades is more than twice as large as the proportion of retarded boys. Although proportionately almost as large a proportion of retarded as of normal boys go into stores, offices, etc., the difference between their occupations is striking. For example, one-fourth of the normal boys were stenographers, bookkeepers, or clerks, whereas only one-twentieth of the retarded boys had work of this kind. Proportionately more than twice as large a proportion of normal as of retarded boys were salesmen. The majority of the subnormal boys in the trade, transportation, and clerical group were errand boys or telegraph messengers. Almost four times as large a proportion of retarded as of normal boys were telegraph messengers. Among the girls there are even greater differences than among the boys in the type of occupation entered by the normal and the retarded groups. The majority of the retarded girls became factory workers, whereas little more than one-third of the normal girls went into factories. One-half the normal girls were in occupations classified as trade, transportation, and clerical, the great majority as clerks, stenographers, sales girls, etc. None of the retarded girls were stenographers, bookkeepers, or telephone girls, and only 3 per cent (as compared with 15 per cent of the normal girls) were clerks (other than salesgirls), but precisely the same proportion of retarded as of normal girls were salesgirls. More than one-fourth of the retarded girls—twice as large a proportion of them as of normal girls—went into domestic and personal service, principally housework and work in laundries. A larger proportion of normal than of retarded girls, however, became manicurists. The majority of both boys and girls, and of normal, as well as of retarded boys and girls, received less than \$13 a week. The proportions of girls and boys receiving between \$13 and \$15 were about the same, but about two and one-half times as large a proportion of boys as of girls—23 per cent as compared with 9 per cent—received \$15 or more a week. A somewhat larger percentage of normal boys than retarded boys—31 per cent as compared with 25 per cent—received less than \$11 a week, probably because a larger proportion of the retarded boys go into unskilled jobs in which the initial wage is comparatively high. On the other hand, 35 per cent of the normal as compared with 28 per cent of the retarded received \$13 or more a week. The proportion of normal boys receiving \$15 or more was much larger than that of retarded boys. Retarded girls do not have the advantage even of the comparatively high initial wage that retarded boys have—a larger proportion of the retarded than of the normal girls received less than \$11 a week, and proportionately five times as many received less than \$7. Moreover, more than twice as large a proportion of normal as of retarded girls received at least \$13 a week, and almost five times as many received \$15 or more. Although normal girls are paid much higher wages than retarded girls, they receive much less than retarded boys.





	151	6.0	117	5.6	34	8.1	13	1.3	7	8	3.3	15	11.6	117	10.4	34	19.7
Housework in the home.....	30	1.2	16	.8	14	3.3	16	4	7	7		15	1.1	9	8	0	3.4
Laundry and dry cleaning.....	13	1.5	12	.6	1	2.4	5	.3	4	.4		9	1.7	8	.7	1	.0
Barbers and manicurists.....	39	1.6	29	1.4	10	2.4	5	.4	4	.4		34	2.6	25	2.2	9	5.1
Other personal and domestic service.....																	
Professional.....	2	.1	1		1	.2	1	.1	1	.4		1	.1	1	.1		

**Number of children 16 and 17 years of age to whom certificates were issued between September 1, 1923, and August 31, 1924, by wage, and kind of certificate issued; Cincinnati**

Wage	Total	Kind of certificate				Boys				Kind of certificate				Girls				Kind of certificate			
		Regular		Retarded		Regular		Retarded		Regular		Retarded		Regular		Retarded		Regular		Retarded	
		Num-ber	Per cent distribution	Num-ber	Per cent distribution	Num-ber	Per cent distribution	Num-ber	Per cent distribution	Num-ber	Per cent distribution	Num-ber	Per cent distribution	Num-ber	Per cent distribution	Num-ber	Per cent distribution	Num-ber	Per cent distribution	Num-ber	Per cent distribution
Total	2,498	100.0	2,078	100.0	420	100.0	1,193	100.0	950	100.0	243	100.0	1,305	100.0	1,128	100.0	177	100.0			
Less than \$5	3	0.1	3	0.1	11	2.6	12	1.0	8	0.8	4	1.6	3	0.2	3	0.3	7	4.0			
\$5 but less than \$7	25	1.0	14	7.8	30	7.1	86	7.2	73	7.7	13	5.3	107	8.2	6	5.5	17	9.6			
\$7 but less than \$9	163	7.7	163	7.8	30	7.1	255	21.4	211	22.2	44	18.1	304	23.3	90	8.0	17	9.6			
\$9 but less than \$11	559	22.4	475	22.9	84	20.0	300	25.1	232	24.4	68	28.0	363	27.8	264	23.4	40	22.6			
\$11 but less than \$13	663	26.5	548	26.4	115	27.4	360	30.1	232	24.4	68	28.0	363	27.8	316	28.0	47	26.6			
\$13 but less than \$15	232	9.3	192	9.2	40	9.5	121	10.1	94	9.9	27	11.1	111	8.5	98	8.7	13	7.3			
\$15 and more	395	15.8	351	16.9	44	10.5	274	23.0	234	24.6	40	16.5	121	9.3	117	10.4	4	2.3			
Not reported	428	17.1	332	16.0	96	22.9	145	12.2	98	10.3	47	19.3	283	21.7	234	20.7	49	27.7			

1 Including 68 who were paid on piece basis, 199 who were given "board, etc.," and 4 who received instruction in return for their services



The fact that the staff of the employment-certificate and placement department of the bureau work interchangeably at issuing and placement insures the giving of vocational advice and of assistance in finding employment to applicants for certificates when such advice or assistance is requested or apparently needed, though it is not a routine requirement that applicants for work permits be given vocational advice. As for assistance in finding employment for certificated children, the records of the bureau show that the majority of children applying for their first certificates get their first job through friends or relatives. (See below.) Only a small percentage of the applicants for certificates, whether for first or for subsequent jobs, are placed by the bureau—of 2,302 children certificated in a three-month period in the spring of 1922, 173 (7.5 per cent) obtained employment through the bureau. In regard to guidance, there are few children for whom, in the opinion of officials of the vocation bureau, a return to school would be desirable, owing no doubt to the fact that applicants for regular work permits in Cincinnati are at least 16 years of age; if, however, such a course seems desirable, the applicant is referred to one of the placement secretaries of the bureau, who visits the home and the school, arranges for a psychological test, if necessary refers the child to the scholarship secretary (see p. 211), obtains part-time work, and in general makes whatever individual adjustment may be possible to give the child an opportunity to continue his education.

The following table shows the methods by which children to whom employment certificates were issued obtained positions, classified by the type of certificate issued and the sex of the children:

*Method of obtaining position, children taking out certificates, by type of certificate, and sex; Cincinnati<sup>1</sup>*

Method of obtaining position	First certificate				Reissue of certificate				Not reported			
	Total	Boys	Girls	Not reported	Total	Boys	Girls	Not reported	Total	Boys	Girls	Not reported
Total .....	1,471	608	858	5	831	187	642	2	3	2	1	-----
Friend or relative .....	824	361	469	4	325	68	256	1	1	1	-----	-----
Application at employer's establishment .....	256	126	130	-----	162	45	116	1	1	1	-----	-----
Advertisement in newspaper .....	154	41	112	1	136	19	117	-----	-----	-----	-----	-----
Vocation bureau .....	78	26	52	-----	95	25	70	-----	1	-----	1	-----
Other employment agency .....	17	2	15	-----	29	3	26	-----	-----	-----	-----	-----
State free .....	1	-----	1	-----	3	-----	3	-----	-----	-----	-----	-----
Private .....	15	2	13	-----	24	1	23	-----	-----	-----	-----	-----
Other .....	1	-----	1	-----	2	2	-----	-----	-----	-----	-----	-----
School .....	102	39	63	-----	47	17	30	-----	-----	-----	-----	-----
Public .....	53	35	18	-----	25	15	10	-----	-----	-----	-----	-----
Parochial .....	13	4	9	-----	2	-----	2	-----	-----	-----	-----	-----
Private commercial .....	31	-----	31	-----	16	-----	16	-----	-----	-----	-----	-----
Other .....	4	-----	4	-----	3	2	1	-----	-----	-----	-----	-----
Not reported .....	1	-----	1	-----	1	-----	1	-----	-----	-----	-----	-----
Social agency .....	3	2	1	-----	2	2	-----	-----	-----	-----	-----	-----
All other .....	34	20	14	-----	34	8	26	-----	-----	-----	-----	-----
Not reported .....	3	1	2	-----	1	-----	1	-----	-----	-----	-----	-----

<sup>1</sup> Based on records kept for the Children's Bureau by the vocation bureau of the Cincinnati public schools during 1922.

Besides assisting the individual young worker, as has been said, the bureau, through the certificate-issuing office, seeks to solve problems common to all young workers by compiling and analyzing statistics. It makes an annual analysis of certificate figures, showing such facts as the amount of school retardation among various groups entering employment, the kinds of employment into which certificated children go, their wages, and the frequency with which they change positions. The most comprehensive of the special research studies of the bureau (see p. 191) is based on certificate records. Various other special studies of statistics of certificate issuance, among which may be mentioned a study of industrial shifting in a group of approximately 700 young workers, have been made in an effort to throw light on particular problems. The effect of these studies, to quote the words of the director of the bureau, "has been to increase the scope of continuation, cooperative, and part-time classes, under the provisions of the new law [the Ohio child labor law as amended in 1921], and to provide for the issuance of the certificate to retarded children."<sup>18</sup>

#### Placement.

The placement office of the vocation bureau is a part of the suite of offices which the bureau occupies in a down-town office building. The location is central; and though the work of the bureau has outgrown the quarters assigned to it, with consequent crowding, an opportunity is provided for a private interview with each applicant. A waiting room, supervised from the adjoining offices, is shared with the other departments of the bureau. It would be an advantage if funds were provided for the salary of a reception clerk, but at present this can not be managed without a sacrifice elsewhere, which the bureau feels would be disproportionate. Services of voluntary workers in this capacity were discontinued after trial as not sufficiently regular and expert.

The great increase in employment-certificate issuance, which has resulted from the passage of the child labor law of 1921, has tended to place the emphasis increasingly on that part of the work of the employment-certificate and placement department. At rush periods the whole staff may be mobilized for certificate issuing, and at no time does the placement division have the services of more than two assistants and a clerk.

Each of the two placement secretaries interviews both boys and girls, refers them for jobs, receives "orders" over the telephone, and visits employers as opportunity affords. Registration is limited to residents of Cincinnati under 18 years of age. Juniors to whom it is not apparent that some special service can be rendered are not encouraged to register at the present time, though no Cincinnati resident under 18 who is obviously in need of assistance is refused.

Many advantages accrue to the placement office from its connection with the vocation bureau. It has available the records and the services of the attendance department and of the psychological labora-

<sup>18</sup> Campbell, M. Edith: "The value of certificate-office records to the student of child-labor problems." *Standards and Problems Connected with the Issuance of Employment Certificates*, pp. 16-17. U. S. Children's Bureau Publication No. 116. Washington, 1924.



tory, and the close cooperation with the employment-certificate office is of constant advantage. As a part of the school system, the placement officer receives practically automatic cooperation with the various schools in the matter of receiving records. Through the attendance department the parochial schools are brought into close cooperation. Parochial-school records are sent as a matter of routine to the certificate office and upon request to the placement office. Relations between the public and parochial school systems are unusually cordial, and many children of the parochial schools are referred to the placement office for positions. The relationship with the social agencies of Cincinnati is, of course, close, since the vocation bureau is supported in part by the Council of Social Agencies. The placement worker, through the social-service exchange, has immediate access to information regarding all cases that have come under the observation of any of the agencies and has access to the sources of help for needy children or their families. All registrants without exception are reported to the confidential exchange.

Knowledge of training opportunities is wide. The vocation bureau's long history of association with the public schools, the University of Cincinnati, and other educational agencies has assured the placement office of considerable acquaintance with the means for special training which the city offers. Much printed material is on hand outlining courses and specifying entrance requirements.

The pamphlets on the trades and industries of Cincinnati (see p. 212) prepared by the occupational research worker who is a member of the staff of the certificate-issuing and placement department offer a fund of information regarding vocational opportunities. The carefully kept records of the placement office contain valuable statistics of which no summary has yet been made, though the director of the bureau looks forward to a time when these data will be utilized for a fuller understanding of the junior-employment problems in the community.

Information about the applicant is detailed and complete. The cumulative record card follows the child through school and assembles his physical, academic, and social history, including school ratings, estimates of teachers, attendance, facts regarding his family, results of intelligence tests and physical examinations, and the like (see p. 205). When applicants come from outside the public-school system records filed in the certificate and attendance department sometimes supply information otherwise lacking. The physical examination for employment certificate is regarded as increasingly satisfactory in safeguarding the health of the working junior. Probably no other junior bureau in the country is so well equipped with the results of mental testing as this one. There is on record the result of a group test for every child who has reached the sixth grade in the Cincinnati public schools. Placement workers may refer for special psychological tests any special cases which they feel would benefit thereby. The obviously subnormal are always referred for supervision. (See p. 213.) Cards of applicants revealing so limited a mentality as to make them special cases are marked in the placement files with a green tag, to act in a crowded hour as a warning against hasty placement.

The previous work history of the applicant is written at the first interview, and a running record is kept of action subsequent to registration. For the most part facts regarding the home environment are gathered from the interview and from information previously recorded on the cumulative record card. When it seems necessary a home visit may be made, but as this work is done by volunteers, it is limited in extent.

*Face of cumulative school record card filed in the employment-certificate and placement department of the vocation bureau, Cincinnati public schools*

## KINDERGARTEN, FIRST AND SECOND GRADE RECORD

Age, (Sept. 1)	Yrs.	Mos.	Yrs.	Mos.	Yrs.	Mos.	Yrs.	Mos.	Yrs.	Mos.	Yrs.	Mos.	Yrs.	Mos.
Entered—Withdrawn (date)	Gr.	Rm.	Gr.	Rm.	Gr.	Rm.	Gr.	Rm.	Gr.	Rm.	Gr.	Rm.	Gr.	Rm.
Grade—Room														
School														
Teacher														
Year	19	—19	19	—19	19	—19	19	—19	19	—19	19	—19	19	—19
Days Present														
Times Tardy														
Conduct														
Grade of Work														

## THIRD THROUGH EIGHTH GRADE RECORD

Age, (Sept. 1)	Yrs.	Mos.	Yrs.	Mos.	Yrs.	Mos.	Yrs.	Mos.	Yrs.	Mos.	Yrs.	Mos.	Yrs.	Mos.
Entered—Withdrawn (date)	Gr.	Rm.	Gr.	Rm.	Gr.	Rm.	Gr.	Rm.	Gr.	Rm.	Gr.	Rm.	Gr.	Rm.
Grade—Room														
School														
Teacher														
Year	19	—19	19	—19	19	—19	19	—19	19	—19	19	—19	19	—19
Present														
Times Tardy														
Conduct														
Effort or Attitude														
Reading														
Spelling														
Language														
Arithmetic														
Geography and Nature														
History—Civics														
Grammar														
Algebra														
Penmanship														
Art														
Music														
Industrial or Household Arts														
Hygiene—Phys. Training														
Grade Assignment for next year														
Destination on leaving School														

## PHYSICAL RECORD (TO BE MADE OUT BY DOCTOR OR NURSE)

Year of Record	19	—19	19	—19	19	—19	19	—19	19	—19	19	—19	19	—19
Height—Weight	Ht.	Wt.	Ht.	Wt.	Ht.	Wt.	Ht.	Wt.	Ht.	Wt.	Ht.	Wt.	Ht.	Wt.
Defective Vision														
Disease of the Eye														
Defective Hearing														
Disease of the Ear														
Defective Nasal Breathing														
Hypert. Tonsils and Adenoids														
Disease of Respiratory Tract														
Pulmonary Tuberculosis														
Tuberculosis of Bones & Joints														
Pre-tuberculous														
Anemia, Mal-nutrition														
Cardiac Disease														
Defective Teeth														
Epilepsy, Chorea														
Crippled—How?														
Parasitic Diseases														
Minor Surgical Conditions														

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READING TRADE SCHOOL OF THE CINCINNATI PUBLIC SCHOOLS

[Actual size 8½ by 9½ inches]

As a matter of routine all the information available concerning the applicant is assembled before the interview. To the records which directly concern him are added records of other members of the family who have been registrants. With these facts in hand the counselor is in a position to determine whether the child would probably benefit by an attempt to return him to school. A clean-cut policy prevails to return to school only children whose class marks or mental tests indicate potential success. When a child's



return to school seems advisable and poverty would prevent it, the case is referred to the scholarship committee, or the placement office's own resources are used to procure after-school and Saturday work.

It is not the plan in this office to refer applicants to a job immediately after the interview unless some special need compels this. Ordinarily the applicant is told to come back the next day, and in the meantime the counselor makes a careful attempt at adjustment. When referred to a job the applicant is given a card of introduction and instructed to report the result immediately. If he fails to do so, the placement office telephones the employer. At the end of the week post cards are sent to all children referred to jobs but

*Reverse of cumulative school record card filed in the employment-certificate and placement department of the vocation bureau, Cincinnati public schools*

#### TEACHER'S ESTIMATE

Grade	V		VI		VII		VIII	
ABILITY: Exceptional, bright, average, dull, defective								
CHARACTERISTICS:	Leadership	Reliability	Leadership	Reliability	Leadership	Reliability	Leadership	Reliability
	Initiative	Honesty	Initiative	Honesty	Initiative	Honesty	Initiative	Honesty
1—Marked	Self-reliance	Neatness	Self-reliance	Neatness	Self-Reliance	Neatness	Self-reliance	Neatness
2—Average	Ambition	Obedience	Ambition	Obedience	Ambition	Obedience	Ambition	Obedience
3—Lacking	Adaptability	Industry	Adaptability	Industry	Adaptability	Industry	Adaptability	Industry
	Cheerfulness	Courtesy	Cheerfulness	Courtesy	Cheerfulness	Courtesy	Cheerfulness	Courtesy
APTITUDES:	Mental		Mental		Mental		Mental	
1—Marked	Manual		Manual		Manual		Manual	
2—Average	Musical		Musical		Musical		Musical	
3—Lacking	Artistic		Artistic		Artistic		Artistic	
Amount of Education Parents Intend to Furnish								
Home Conditions Determining Educational Opportunity								
Type of Training Recommended by Teacher								
Child's Vocational Ambition								
High School Course Chosen								
Report of Mental Test—Date	Mental Age		I. Q.		Classification			

[Actual size of card, 8½ by 9½ inches; actual size of printed matter, 8 by 4½ inches]

not placed, asking them to come to the office. If they do not respond their cards are placed in the current file, which contains the cards of every applicant not known to be placed, arranged by months. A closed file contains all completed contacts, and blue tags are attached to the cards representing placements.

Contact is maintained with applicants placed by means of a follow-up once a month for three months subsequent to placement, through telephone messages or letters to employers. The office inquires whether the child is still employed, whether he is giving satisfaction, and what are the wages paid. If he has left the position the reason is asked. Employers are asked for any informal comments they care to make regarding the child. If he is no longer in the job where he was placed, a post card is sent inviting him to report at the office for a conference. There is no evening office hour, but the central location of the bureau makes it easily accessible for many juniors during the noon hour. Sometimes, when circumstances seem to warrant it, follow-up letters are sent to the juniors whose cards are in the current file. Applicants qualified to fill

special orders from employers are sent for. In taking a child from one job to place him more advantageously in another, due precaution is used to insure fair treatment to the employer, but the office never loses sight of the fact that the interest of the child must be conserved before all else and that unpromising first placements, dictated by immediate necessity, must be corrected if possible.

No work connected with placement is done by clerks except assembling of information. Employers' "orders" are received by either one of the placement secretaries and copied on permanent cards from notations made at the time. Filed alphabetically, these cards constitute the only file representing occupations, with the exception of an index of all employers using the bureau. There is no cross file classified by industries or positions. Investigations are made regularly of "orders" from firms not already on the list, and except a few boys no applicants are referred to positions in unknown places. No advertising is done at present to extend the clientele, though the bureau when seeking to place applicants solicits for jobs firms already on the lists. The occupational information obtained by the investigator previously referred to is, of course, available for the placement office. Because of the inadequacy of the present staff the office feels definitely that it is inadvisable to list a large number of low-type jobs, and it does not aspire to any considerable number of placements which effect merely the employment of normal juniors of working age in mechanical and industrial occupations that offer small differences in desirability or in opportunities for advancement.

Having been partly supported from the first by the Council of Social Agencies, the office tends to emphasize the social aspects of the work. The whole bureau is dedicated to making a scientific study of the individual child and to bringing about a scientific adjustment for him to his world. Where the placement office feels that the job to which it must assign a junior is not appreciably a better adjustment than he could in all probability make for himself, it is convinced that with the present restrictions of both funds and personnel the task is as well left undone. As a result placement work, although done with zeal and care in the cases undertaken, is subordinated to the other work of the bureau, and especially since the two kinds of work are done by the same staff, to the imperative work of certification, with the feeling that careful certification is of first importance in the conservation of the child. As was said before, no junior within the limits prescribed for registration is refused assistance if he asks for it, but no attempt can be made to increase registration until the staff available for placement work is increased. The main emphasis of the office at present, therefore, is necessarily put upon two classes—the superior child who needs assistance to help him complete his education and the child so obviously inferior as to need special care and supervision.

Placement for the large body of juniors coming between these two extremes is in the main either outside school channels altogether or in the hands of the schools themselves, which, more or less informally and without any centralized agency, aim at assistance for graduates and students. For example, a commercial high school holds itself responsible for assisting its commercial pupils who have reached the fourth year to find employment. About 75 per cent of



its graduates are placed by the school, the remainder either placing themselves or not going to work. Members of the senior class are not referred to the vocation bureau, though "drop outs" are urged to go there if the school authorities know in advance of their leaving.

The cooperative trade schools have organized placement for their students, conducted by the heads of the various departments under the supervision of the principal. They visit places of employment, solicit jobs either in person or by telephone, and conduct follow-up both through employers and through pupils reporting to their classes. This school also places its graduates and keeps a follow-up record for them through their first three jobs, feeling that after that time, unless it be a special case requiring some attention outside the ordinary, the junior is fairly launched and a duplication of the records which the certificating office must keep is not of sufficient value to warrant the effort. It does not feel that it could turn its placement over to any other agency with advantage, nor does the vocation bureau feel that it can with consistency handle the type of placement which often seems to the school people advisable.

Obviously it would be unfair to compare statistics for this office, quite consciously undertaking only a limited and specialized service, with statistics for an office attempting general centralized placement. The future of placement in Cincinnati is by no means determined, nor has a clear-cut policy yet evolved. The quality of the service rendered at present would make a great extension of its quantity impossible without an addition of funds not now in sight. It is perhaps not unfair to say that at the present, placement is in the main directed toward special cases only, and that the future plans of the office are not matured, even in the minds of those directing it.

### THE PSYCHOLOGICAL LABORATORY

Since 1916 the psychological laboratory of the vocation bureau, which during the early years of the bureau was used only for special research, has served the needs of the schools, the juvenile court, and local social agencies. The bureau clearly recognizes the use and value of mental examinations, as well as their limitations, and the work of the laboratory since its beginning has been characterized by high standards of scientific procedure. The director of the psychological laboratory holds the degree of doctor of philosophy in psychology and has had much practical experience in testing and evaluating tests, and all the examiners or laboratory assistants have had college training, including considerable work in psychology. All of them have been individually trained by the director in giving and scoring the tests that are used, and their early work is carefully supervised. The director is responsible for the policy of the laboratory, selects the tests to be used, and decides on the cases to be examined. She directs the giving, scoring, and checking of tests, as well as the social investigation of cases; and all recommendations must receive her approval. The laboratory gives both group and individual tests. All tests are given and scored by members of the laboratory staff, and sufficient checking is done to insure a high degree of accuracy. Each week the director and the examiners hold a conference in regard to doubtful cases, ambiguous answers, the technique of examinations, etc.

Only tests of recognized standardization are used. In individual examinations the Stanford revision of the Binet scale is given, supplemented by selections from the following tests: Cancellation, opposites, substitution, sentence completion, and rote memory from the Woolley series, Trabue completion, Healy construction puzzles A and B, Healy picture completion tests 1 and 2, the Manikin test, the Seguin and the Witmer form boards, the Witmer cylinders, Pintner's modification of the ship test, of the mare and foal test, and of the Knox cubes, the Herring revision of the Binet scale, Myer's mental measure, and the Porteus maze test. In individual examinations educational tests also are sometimes given, especially in studying pupils who have failed in special subjects. No attempt is at present made to use any form of trade test or tests for special aptitudes or manual dexterity. The laboratory refers cases that call for special physical or psychiatric examination to outside physicians or clinics, the great majority to a psychiatric clinic established by the Cincinnati Council of Social Agencies. Among the principal group tests used in the laboratory are the National, Terman, Haggerty, Otis, Dearborn, Detroit First-Grade, and Pintner-Cunningham. Group educational tests have been given in many schools by teachers, on the initiative of individual principals; the director of the laboratory approves the appropriations for educational-test materials used in such tests, but she takes no responsibility for the giving of the tests or the use made of them.

During the school year 1923-24 the laboratory gave individual intelligence tests to 2,757 children and group intelligence tests to 12,779; that is, about one-fourth of the enrollment in the day elementary and high schools were given intelligence tests.<sup>19</sup>

On the basis of individual examinations subnormal children are recommended for segregation in special rooms or, if of very low-grade mentality, for exclusion from school attendance. A mental test by the laboratory is required before a child may be assigned to a special room or excluded from school. Many pupils who are over age for their grades, if they are not distinctly subnormal, are recommended for transfer to opportunity classes or to observation classes (see pp. 219-220), the latter chiefly where the child's school attainments are below what would be expected from his mental ability. Children failing in reading are made the object of particular study and when possible are sent to observation rooms. Before assignment to an observation class every pupil is given a mental examination by the laboratory. Such an examination is a regular requirement for entrance to the opportunity classes, in at least one school. Many children who present behavior problems are sent to the laboratory for examination. The two psychologists at the juvenile court work in close cooperation with the staff of the vocation bureau and under the general supervision of the directors of the psychological laboratory of the bureau. The laboratory tests all children admitted to the School for Crippled Children, and many of the blind, the deaf, and the defective in speech, usually in cases where mental defect is suspected. If the test shows that a physically handicapped child is markedly subnormal he can be excluded from

<sup>19</sup> Enrollment from Directory of Cincinnati Public Schools, 1923-24, pp. 107-8.



the class for his type of physical defect or admitted only on trial. The hospital school has a class for mentally subnormal children. Children are sent to the laboratory for examination from the employment-certificate and placement department of the bureau; those whose intelligence quotient indicates that they are of superior intelligence are urged to return to school, and those found to be subnormal are referred to interested social agencies for follow-up during the early years of their working life. The "retarded employment certificate" is given on the basis of a mental test by the laboratory, unless the applicant's school principal declares that the child can not complete the seventh grade by the age of 18. The laboratory also tests all applicants for scholarships. (See pp. 211-212.)

Group testing was begun about 1920. During the first year or two of the group-testing program the laboratory tested a large proportion of the sixth-grade children in the city. Now it gives a group test to all sixth-grade children throughout the school system. The sixth-grade testing was initiated by the vocation bureau. At the request of the supervisor of first-grade work the laboratory for the last two years has done extensive group testing in the first grade and has given individual tests to many first-grade children whose test results and school attainments showed discrepancies. The laboratory does other group testing at the request of individual school principals—in one high school every entrant is tested, and in a number of schools the entire enrollment. The results of the group tests are used as an aid in classifying pupils according to their ability. In some schools the most able pupils are given an enriched course. All children applying for entrance to the classical or special college-preparatory high school (see p. 217) are given a group test, and only those whose percentile rank for their ages is 65 or over and whose previous school records have been creditable are admitted. This is the only attempt to direct pupils into different types of courses on the basis of intelligence scores.

Very little attempt is made to place children in positions commensurate with their mental capacity except that mentally subnormal children are not sent to fill positions that are regarded as too hard for them.

The records of all tests are carefully kept and indexed. Reports are returned to the applying agency, and a copy is filed in the laboratory. In individual tests the report includes, in addition to the intelligence quotient, an analytical statement of mental and social characteristics based on such study as has been possible of the medical history of the child and his family, his social and economic environment, etc. Cases in which the child is feeble-minded or border line in mentality or presents primarily a behavior problem are registered with the confidential exchange of the Council of Social Agencies. The cumulative record card (see p. 205), which was devised by the laboratory and which is in use throughout the schools, contains a record of test results. A copy of this card for every child who has left school is filed in the vocation bureau. The laboratory uses its records as the basis of various special studies (see pp. 191, 213).

## SCHOLARSHIPS

The scholarship committee, of which the secretary and treasurer is a member of the staff of the vocation bureau, is composed of the director of the bureau, the "deans" or "student advisers" (see p. 194), of the four high schools, representatives of the Council of Jewish Women and of a few other organizations, and a few individuals. Since 1922 the secretary and treasurer has been a part-time paid executive.

For the school year 1923-24 the budget for scholarships was \$8,875, of which \$6,000 was given by the community chest, \$1,390 by the Council of Jewish Women, \$610 by other organizations, and \$875 by individuals. The overhead expenses of the scholarship work are borne by the vocation bureau, which in 1923-24 set aside for this purpose \$300 from the contribution made by the Council of Social Agencies to the work of the bureau. The amount of each annual scholarship is approximately \$20 a month for the 10 months of the school year. During the school year 1923-24, 62 scholarship grants were made, of which 47 were new cases and 15 were carried over from the previous year.

Children of superior scholarship who are 16 years of age or over and thus are legally entitled to working papers and who are financially unable to remain in school are eligible for scholarships. Occasionally a handicapped child is given a scholarship. Special consideration is given the claim of the oldest child in a family, because of the assistance that he may give in educating younger brothers or sisters, and to children in the last year of the high school. Because of the high age and scholastic requirements all scholarship children are high-school students, most of them in the third or fourth year of high school. School authorities refer most of the applicants, but the work-certificate office in interviewing applicants for work permits also discovers many children who appear to be eligible for scholarships and refers them to the scholarship secretary.

The student adviser in the applicant's high school makes a preliminary investigation of school record and home conditions unless, as is usually the case, she knows these facts through her school contact with the child. The bureau psychologist gives the applicant a series of mental tests and obtains pertinent economic and social data. Each scholarship case is also cleared through the confidential exchange of the Council of Social Agencies. No physical examination is given. The student adviser's and psychologist's reports are presented to the scholarship committee at its regular monthly meeting, and on the basis of these reports the committee selects from the list of its applicants those to whom the scholarships are given.

When the scholarship is awarded, the secretary writes the applicant a personal note of congratulation. She continues to see the child once a month during the period in which the scholarship is granted. At this time the scholarship check is given, the child brings his school reports, and ample time is allowed for an interview. Saturday and vacation work are encouraged, but afternoon work for most of the scholarship children is considered undesirable. The committee exacts no pledge nor promise of repayment, but the secretary en-



deavors to arouse in scholarship children the feeling that the scholarship grant entails a special obligation on their part to society and the community, and, more specifically, to other young students in the future. A limited amount of follow-up after the scholarship grant ceases is automatic up to the age of 18 through the employment-certificate and placement department of the bureau, where every scholarship child is registered. With only one scholarship worker it is found impossible to carry on definite personal follow-up with all scholarship children. Statistics dating back to the beginning of the scholarship work are in process of compilation, and a special study of the mental test records of scholarship children is in preparation. (See p. 213.)

### VOCATIONAL INFORMATION

The vocation bureau is not responsible for the initiation of courses in vocational information in the public schools, nor does it directly supervise the giving of vocational information in connection with regular school subjects. Whether or not vocational information is given or to what extent it is given in connection with such subjects as civics, English, and geography depends chiefly on the teacher's interest in the subject and her knowledge of its various phases. The vocation bureau therefore endeavors to arouse teachers to the realization of the importance and value to their pupils of information on vocational life and working conditions and to supply them with needed information. One member of the staff of the bureau gives full time to the study of occupations and to the development of interest in the subject among school-teachers. For the presentation and discussion of vocational information she meets the teachers of the seventh and eighth grades and the civics teachers of the high schools every week, and trade teachers once a year. She also conducts at the University of Cincinnati two classes in vocational information for teachers. One is given three times a week for seven weeks as part of a required civics course for all students preparing to teach in the public schools; the other, a class in methods and materials of vocational counseling, meets once a week for one semester and is open to teachers in the Cincinnati schools.

Since 1921 the bureau has been publishing a series of printed pamphlets on occupations in Cincinnati, the primary purpose of which is to furnish teachers information and material for classroom use. The series began with "An introduction to the study of occupations," which recently has been revised to include new material on Cincinnati industries and which contains an outline for the study of occupations adapted from outlines prepared by the Harvard Bureau of Vocational Guidance. Several bulletins on specific industries—shoe, garment, and metal—have been published.<sup>20</sup> and pamphlets on the baking industries, department stores, and commercial occupations are in preparation. The vocation bureau also supplies schools with motion pictures showing occupations and industries, usually ones that are not carried on in Cincinnati, and pre-

<sup>20</sup> Adams, Jessie B.: *The Shoe Industry in Cincinnati* (1921), *The Garment Industries in Cincinnati* (1924); Corre, Mary Price: *The Metal Industries in Cincinnati* (1924). *Vocational Pamphlets Nos. 1, 2, and 3.*

pares and distributes to teachers exhibit material for each industry that has been surveyed.

The organization and activities of the Cincinnati Civic and Vocational League have been described. (See p. 193.) In 1923-24 there were 45 chapters of the league in the public schools and 10 in parochial schools. During that year the league arranged for 64 "industrial excursions" to important local manufacturing establishments and business houses, conducted by teachers and participated in by 2,238 pupils. The league also arranges for occasional talks to school children on industries and occupations.

### SPECIAL RESEARCH

The history of the establishment of the vocation bureau and all its subsequent activities show a marked emphasis on the research phase of its work. In addition to the studies of school and working children that have been cited (see p. 191) the bureau has published or plans to publish in the near future the following studies, of general interest and scope, all of which have been prepared in whole or in part by members of the bureau staff: A study of the school progress of children in an observation class;<sup>21</sup> a study of the subsequent histories of mentally defective school children who have attended special classes;<sup>22</sup> a study of the mentality and school progress of crippled children;<sup>23</sup> a study of the vocational interests of sixth-grade pupils, based on questionnaires which are filled out by sixth-grade children when they are given psychological tests (see p. 210).<sup>24</sup>

The bureau has made other research studies with the object of assisting in the solution of special local school problems. Among these are a study of the results of psychological tests of pupils in a colored school (see p. 216) with a view to the reorganization of the school and reclassification of the pupils; recommendations on the organization of a six-year college-preparatory high school (see p. 217) and the selection of pupils for this school; and a study of applicants for scholarships.

### SUPERVISION OF THE FEEBLE-MINDED IN INDUSTRY

Closely allied with the extensive development of the bureau's psychological laboratory and its compilation and analysis of employment-certificate statistics is its recognition of the special need of guidance and placement and the need of a particular kind of guidance and placement for retarded and mentally defective children. A first step in providing such guidance was taken in 1920 through the formation of a volunteer committee, working in cooperation with the bureau, the members of which each agreed to undertake, chiefly

<sup>21</sup> *Diagnosis and Treatment of Young School Failures*, by Helen Thompson Woolley and Elizabeth Ferris. U. S. Bureau of Education Bulletin, 1923, No. 1. Washington, 1923.  
<sup>22</sup> Woolley, Helen Thompson, and Hornell Hart: *Feeble-minded Ex-school Children*; a study of children who have been students in Cincinnati special schools. Helen S. Trounstone Foundation, Cincinnati, 1921.

<sup>23</sup> Fernald, Mabel R., and Dr. Ada H. Arlitt: "A study of the mental development and school progress of crippled children of various types." *School and Society*, Vol. XXI, No. 537 (Apr. 11, 1925), p. 449 et seq.

<sup>24</sup> *Vocational Interests of Sixth-Grade Children as Related to General Intelligence and Parents' Occupations*, by Dr. Paul Bittenwieser (in preparation).



through friendly visiting, the supervision of one or more feeble-minded children entering industry. The child's record was supplied by the vocation bureau. It was found, however, that the work could not be carried on successfully by volunteers, and in 1921 the visiting was turned over to various social agencies. Owing to the great amount of additional work necessitated by the 1921 amendment to the State child-labor law, which required the certification of all working boys and girls up to the age of 18, the bureau staff recently has not been able to take any share in the placement of these children. Any placement work for them is done by one of the three cooperating agencies—the Associated Charities, the Catholic Charities, and the Jewish Charities. The bureau undertakes the first interview with the child and makes the psychological examination, furnishing the data thus collected to the cooperating agencies as the starting point of their investigations. Certain disadvantages in the present plan are recognized, and it is hoped that it may soon be replaced by an arrangement that will place the supervision in the hands of one or two specialized workers.

## THE SCHOOL ORGANIZATION AND CURRICULUM IN RELATION TO GUIDANCE

### PREVOCATIONAL TRAINING

In general the school system of Cincinnati is organized on the 8-4 plan. There is, however, one junior high school and a combination elementary and junior high school for colored children, and a six-year classical high school for pupils above the average in mentality. There are also several "prevocational centers" in elementary schools in which special adaptation is made to the needs of pupils who expect to leave school for work at an early age.

The junior high school, which was built for an experimental 10-grade school, was opened as a junior high school in September, 1920. It is "fed" by six neighborhood schools and accommodates 8 per cent of the seventh, eighth, and ninth grade enrollment in the public schools. It is in a neighborhood where a large proportion of the children drop out as soon as they are 16. The school is described as offering, in comparison with the usual type of elementary and high-school organization, "an earlier opportunity for differentiated work, a larger attention to the natural and social sciences, \* \* \* a more concentrated effort to explore the powers of pupils in order that through this exploration there may be a wise choice of vocation \* \* \*"<sup>25</sup>

It offers three courses—general, industrial arts (household arts for girls), and commercial. The industrial-arts course is prevocational in its aim, but the commercial course—instruction in "commercial practice," typing, and bookkeeping—is regarded as having limited vocational value for pupils who must leave before completing high school. In the industrial and commercial courses about one-fourth of the time is given to the special subjects and the remainder

<sup>25</sup> The Lafayette Bloom Junior High School Curricula for 1921-22 and 1922-23. Cincinnati Public Schools. (The curriculum was substantially the same in 1923-24 and in 1924-25.)

to culture and health studies. The latter are treated from the standpoint of the selected course and are related to the special subjects by the use of class exercises based on shop and laboratory work.

The choice of course is made at the end of the seventh grade. In the seventh grade and prior to the choosing of a course all boys are required to spend a 10-week period, 6 hours a week, in each of the shops—printing, sheet-metal, woodworking, and electrical—and all girls are required to try themselves out in the courses in sewing and cooking. In the eighth grade a choice between two shops is allowed each semester, and at the beginning of the ninth grade a shop is selected for work throughout the year. In the eighth and ninth grades shopwork is required eight hours a week for pupils taking the industrial or household arts course, and two hours a week for pupils in the general and commercial courses. For several years a committee of seven or eight teachers has given advice to pupils on the selection of courses on the basis of school records and economic conditions at home, but this advisory service is regarded as inadequate, owing to the fact that the teachers do not know the children sufficiently well.

In the general course vocational information is given in a class in "community civics," and to girls in the household-arts and commercial courses in a course on "women in industry." Each of these courses is given three periods a week. Boys taking the industrial-arts course have four periods a week in elementary economics, and all shop classes visit neighboring industries two or three times a year.

The vocation bureau gives group mental tests to all children in the school, and the results have been used to classify pupils in three groups according to their mental ability. Those in the best group receive an enriched course. The results of the tests have not been used to advise pupils in the selection of a course, but it is reported that the average intelligence of the pupils in the general course is higher than that of pupils in the industrial or the commercial group. Two "opportunity classes" (see p. 220) are provided for over-age children who have reached but have not completed the sixth grade, in order that they may have the benefit of junior-high-school life until they reach the age of 16, when they almost invariably leave. These children have one teacher for all their academic work. They are not always assigned to the class on the basis of mental tests, but they are tested as soon as possible after their entrance into the class.

The school directs children to the vocation bureau for placement, but most of them find their own jobs in the factories and small stores in the neighborhood.

Four elementary schools have prevocational centers. Two of the prevocational centers are regular elementary schools having special industrial classes for seventh and eighth grade pupils. They offer experimental one-shop type of work for boys in both wood and metal (the making of toys, etc.) and in printing, and for girls in various lines of domestic work.

One of the other centers has nine grades and in some years has a tenth-grade class. The aim of this school, which receives pupils in the upper grades from 20 or more elementary schools in the district, is to afford boys and girls who can not continue in school longer



than the ninth or tenth year a certain amount of definite training for work. After the sixth grade the academic work is entirely departmentalized, and half time is given to shopwork. The school has four shops (woodworking, metal working, electrical, and printing), a commercial department, and homemaking courses. The seventh grade is a try-out year, in which each boy spends 10 weeks in each shop, and girls take household arts. Beginning with the eighth grade pupils specialize, the boys in the shopwork in which they have demonstrated their fitness and interest (unless they wish to enter the commercial course, which is comparatively rarely selected by the boys), and the girls in either the homemaking or the commercial department. The bright girls who have done good academic work usually take the commercial course, the dull ones, the homemaking courses. The commercial work, which has been especially developed, consists of clerical practice, accounting, filing, typing, and even stenography for children who have done unusually good academic work. All the academic work is as closely correlated with the shopwork as possible. Occupational information is given mainly in the shops but also to some extent in civics courses. Some industrial excursions are made, but this phase of occupational information has not been developed so extensively as the principal believes would be desirable. It is reported that boys from the school easily find places with neighborhood firms in industries for which they have received some preliminary training, and many requests for help come from employers. More extensive shop equipment is being installed so that the school will be able to accommodate a much larger number of pupils. Plans for the larger school include the provision of industrial training of the "one-operation" type for boys who are somewhat below average mentality and incapable of becoming skilled mechanics or artisans.

The fourth school regarded as a prevocational center is somewhat differently organized from any of the three that have been described. It is an elementary eight-grade school in which beginning with the second grade over-age children are given more handwork than children who are in normal grades for their ages. The intelligence quotient of these pupils is from about 70 to 90. In the fourth, fifth, and sixth grades one-third of the time of the pupils in the over-age classes is given to handwork, and in the seventh and eighth grades one-half of the time. In the earlier grades the handwork for both boys and girls consists of basketry, weaving, etc., but in the seventh and eighth grades boys rotate through metal-working, woodworking, and printing shops, and girls have cooking and sewing. Each boy has an opportunity to try himself out in each shop. All the children in these "opportunity classes" (see p. 220) are taught typing and simple clerical work in connection with their academic studies. Shop or industrial work and the academic studies are closely correlated. Each pupil has all his academic studies with the same teacher.

The elementary and junior high school for colored children offers prevocational training and has been adapted in other ways to meet the needs of children for whom the traditional elementary-school

course does not suffice. The school, which has recently moved into a new building and has been entirely reorganized, accepts children from all parts of the city and has an enrollment of approximately 3,000. It offers the first nine years of school work and is organized on the junior high school plan, the junior high school occupying one floor of the large modern building. To economize space the school is organized from the fourth grade up on the platoon system (this school is the only school of this type in Cincinnati), and the work beginning with the fourth grade is departmentalized. Each child in the school is given a mental test by a psychologist appointed to the school from the staff of the vocation bureau and is classified in accordance with the test results. Until they have been tested children in the first three grades are put into a "vestibule class," and those from the fourth grade up are classified according to their previous school records. Classification based on mental tests extends throughout the school. Pupils are constantly being promoted or demoted as their individual abilities and capacities are revealed, and seventh, eighth, and ninth grade pupils are promoted by subjects. All children with an intelligence quotient below 70 are in special classes, of which the school has seven. Half of the time is given to shop or industrial work in the seventh, eighth, and ninth grades. Boys have work in carpentry, wood construction, and printing; girls, in sewing, cooking, catering, laundry work, and power-machine operating. The seventh grade is an exploratory year in which each pupil selects a shop each semester, though prior to the seventh grade pupils of 12 years or over are allowed to try some of the shopwork. In the eighth grade specialization in a selected shop is permitted. The work in printing is done on a cooperative basis. Occupational information is given in the regular civics classes in the eighth grade. The school has the services of a volunteer psychiatrist and has a regular social worker for home visiting, etc. A limited amount of informal placement is done if employers ask for workers.

A pamphlet, "Opportunities for Eighth-Grade Graduates," addressed to the boys and girls of the eighth grade by the superintendent of schools, is put into the hands of all pupils graduating from elementary school. It contains "greetings," urging the importance of high-school education, and a summary of the opportunity for training offered by the high schools and the trade schools of the city, followed by a description of each of the courses offered, where they are given, and what they prepare for.

### VOCATIONAL COURSES

The Cincinnati high schools offer no trade courses. In one or another of the five high schools courses of varying vocational value are offered in addition to the general and the classical courses. These embrace courses in household or industrial arts, art, music, and "technical-cooperative" and agricultural courses. None of the high-school courses may be completed in less than four years. A specialized college-preparatory school, the Walnut Hills High School, offers 4, 5, and 6 year classical courses to pupils of more than average ability and attainment (see p. 210).



The "technical-cooperative courses" offered in one high school are the nearest approach to trade training in the Cincinnati high schools. They are described as follows:

### *Boys' Technical-Cooperative Course*

This course is especially designed for those boys who wish to learn a trade and enter the industries. While no trades as such are taught in the school, the character of the subjects studied and the cooperative shopwork of the third and fourth years prepare boys to become skilled workmen in definite trades while pursuing their studies in school and open the way to the higher positions in industrial establishments. It is expected that there will be no difficulty in placing in shops for part-time work all those who take this course.

The part-time work starts at the end of the second school year, when the boys elect the trade which they desire to enter. At that time positions in approved shops in the machine-tool and allied industries at very satisfactory wages will be secured by the school authorities.

The cooperative feature extends through the third and fourth years, and also for eight weeks during the summers following the second and third years. Thus the boys are able to obtain valuable experience in various shops, working under real industrial conditions at the same time that they are pursuing a course of study which relates very closely to their future vocations.

### *Girls' Technical-Cooperative Course*

For girls who are looking forward to some form of self-support in industrial pursuits the girls' technical-cooperative course offers training superior to that given by any other course. The course is designed not so much to furnish trade training along any one line as to give industrial intelligence and technical training along several lines. This will enable the girl to find that for which she is best fitted and to prepare herself to enter the trade of her choice at wages in advance of what she would otherwise receive in these trades.

At the close of the second year the students elect a specialty—dressmaking, millinery, or cooking—with a view to trade training. They are then placed in classes under expert trade workers. During the third and fourth years they are placed in positions in millinery or dressmaking establishments during seasons, alternating two weeks in school and at work. This course does not prepare for college.<sup>20</sup>

Under the Federal vocational education law the Cincinnati public schools maintain an automotive school; a boys' vocational school in which instruction is given in the building trades, commercial work, the printing trades, and tailoring; and a girls' vocational school, providing trade training in the sewing trades, retail selling, and commercial work. All the courses aim to prepare the pupil for the selected trade or vocation and in addition give instruction in English, mathematics, art, science, history, and civics. The entrance age is 14 years, except for the automotive school, for which the required age at entrance is 15. For the automotive school and for the printing course completion of the eighth grade is required; for the other courses eighth-grade graduates are preferred, though others may be admitted. All the courses are two years in length, either 40 weeks a year, like the regular schools, or, in the more skilled trades, 49 weeks. They are all run on a cooperative basis, the student spending alternate weeks or alternate fortnights at school and at work. Half the school time also is given to trade studies. Boys or girls

<sup>20</sup> High-School Courses of Study, 1921-22, pp. 6-7. Cincinnati Public Schools. By taking solid geometry in night school or in summer school after the fourth year graduates of the boys' technical-cooperative course may enter the college of engineering and commerce of the University of Cincinnati.

meeting the requirements for these courses may be transferred from the regular schools, but if they are not successful they must return to the regular school until they are 16 years of age, readjusting themselves to the work of the regular schools as best they can.

Although the law of 1921, like the former Ohio child labor laws, provided that attendance at continuation school should be compulsory in communities where continuation schools had been established, the Cincinnati Board of Education has not, as under the earlier laws, made provision for continuation schools. It does, however, conduct voluntary part-time classes, the object of which is to increase the efficiency of the young worker in an occupation in which he is already engaged. These receive State and Federal aid in accordance with the Federal vocational education law. In 1924 there were four kinds of part-time classes, known respectively as the machine-tool apprentice school, the plumbing apprentice school, the sheet-metal apprentice school, and the store classes in retail selling. They are held on company time four hours a week for 49 weeks, or in case of the store classes, 40 weeks. English is the only nonvocational subject taught.

### SPECIAL CLASSES

There are a number and variety of special classes for handicapped children. These include special rooms for mental defectives, opportunity classes, observation classes, a school for crippled children, classes for the blind and one for the conservation of vision, classes for the deaf, and open-air classes.

In October, 1924, there was one "special school" for mentally defective children, with 16 classes, enrolling 250; in addition there were 6 special classes for the mentally subnormal in the elementary-junior high school for colored children; and 7 others in various schools, one of which was in the school for crippled children.<sup>27</sup> The enrollment in these special classes was approximately 1 per cent of the total enrollment in full-time day schools. When the younger children attending the classes in the various schools reach the age of 13 or 14 they are usually sent to the special school, where more advanced handwork is taught—elementary woodworking, rug weaving, and brushmaking for boys, and domestic work and simple dress-making for girls, and basketry for both.

For the blind two classes in two schools were provided, with an enrollment in 1924 of 14 pupils; and for children with defective vision, six classes in six schools, with an enrollment of 65.<sup>28</sup> The "oral school" had seven classes for the deaf and semideaf, with an enrollment in 1924 of 47. There were 11 open-air classes in six schools and a hospital, and a hospital school for crippled children, the latter with an enrollment of 190.<sup>29</sup>

The observation class was established because of the discovery of a large number of children who could not succeed in the first and second grades, in spite the fact that their intelligence quotients indicated that they were not defective. Children from all parts of the city are admitted to these classes, if their parents consent. All

<sup>27</sup> Cincinnati Public Schools Directory, 1924-25, p. 126.

<sup>28</sup> Ibid., pp. 125-126.

<sup>29</sup> Ibid., p. 117.



entrants are tested by the psychologists of the vocation bureau. The aim is to return the child to the regular school as soon as possible. The number of observation classes varies according to the need and the school facilities available. In 1924 there was one observation class, and one had been closed temporarily because of lack of room. It is considered that the need for observation classes has been somewhat lessened by a recent reorganization of the work of the early grades of the elementary school.

"Opportunity class" is a name that has been applied to a variety of classes in Cincinnati, where such classes, originally known as "retarded classes," have been in existence for a number of years. They are not usually provided for pupils below the third grade. The intention is to provide a class for (1) children whose academic retardation is greater than their mental retardation and who, therefore, could be expected to make more than average progress for a time, and (2) children whose retardation is caused by some degree of mental inferiority but who with special help can meet the requirements of the early grades. In 1924 six schools reported that they had opportunity classes. In one of these schools, in which opportunity classes have been established for the fifth, sixth, seventh, and eighth grades, all children are given mental tests before entrance by examiners of the psychological laboratory of the vocation bureau, and no child is admitted who is considered definitely defective; the classes are limited to 30 children, and constructive handwork is emphasized. The other opportunity classes, which have been established to meet some special school situation recognized by individual principals, are not so standardized. (For a description of opportunity classes in several of these schools see pp. 202-217). In some of the schools they tend to be practically identical with the lowest of the three classifications that have been made on the basis of mental ability, rather than specially organized classes.

## SUMMARY

All organized vocational-guidance activities for children in Cincinnati are under the direction of the public schools. They are centered in a department of the board of education, the vocation bureau, which had its origin in the work of private agencies and individuals to make vocational placement of children of Cincinnati based on records of the public office. At its beginning in 1910 it was a small office with small funds, although it was the agency through which the board of education issued employment certificates. In 1915, when the board of education took over the cost of the expenses of the bureau, the remainder being contributed by the Community Chest and Council of Social Service, it acquired new duties, so that it now issues employment certificates and does attendance and vocational testing, and also a scholarship fund for vocational training.

In the beginning of its work the bureau's emphasis on research was one of its most distinctive characteristics. Owing to the pressure upon the bureau for immediate attention to individual problems and to the lack of funds the emphasis has not been maintained as the various branches of practical service have been more fully developed, though the staff of the bureau recognizes the fundamental importance of such research and the great opportunities for accomplishing it afforded by its position in the school system.

The psychological work also is highly developed. The bureau staff gives all mental tests given in the schools for the purpose of assigning pupils to special rooms and for schoolroom classification as well as for special purposes, such as admission to the classical high school and the selection of applicants for scholarships. All the testing is done by persons trained and experienced in the technique of giving tests, and it is under the supervision of a psychologist.

The bureau gives direct vocational guidance only to the group of children who are leaving school for work through its employment-certificate and placement department. Certificates are issued with unusual care by the same group of specially trained workers who do placement, and applicants for employment certificates are assisted in finding suitable employment or, if further school training seems advisable, are referred to the scholarship fund operated by the bureau. The placement work of the bureau was declined since the passage of the State child labor law of 1917 requiring certificates for minors up to the age of 16, as most of the time of the staff of the employment-certificate and placement department has to be given to certification.

No counseling is done in the schools except by high-school "deans" or "student advisers," one in each high school, whose duties are numerous and varied and to only a small extent involve the giving of either educational or vocational advice.

The bureau makes studies of occupations and industries for the use of teachers and pupils and prepares supplementary material such as exhibits and outlines for use in presenting vocational information in the classroom. It endorses in various ways the employment-certificate, and supervises placement. The school year work:

When personally in charge of given full information is best fitted by aptitude to be especially bright or evincing to return to school, while employment were placed in positions to supplement the family income. In many instances after the training of their children in the compulsory-attendance law. of the supervisor's time, especially during the visits to the most important industrial city, and in this way the bureau was



of defect. Provision for the gifted pupil consists of classification on the basis of ability in some schools, and in one high school establishment of a four, five, or six year college-preparatory course for superior children and an opportunity for rapid advancement. Specialized vocational training is available to some extent in the high schools and to a considerable extent in trade schools, all of which are run on the cooperative plan. There are no compulsory continuation schools in Cincinnati, but the board of education maintains several part-time voluntary schools for the young worker.

## PHILADELPHIA

### HISTORY OF THE VOCATIONAL-GUIDANCE MOVEMENT

The need for an organized program of vocational guidance was recognized by the Board of Public Education of Philadelphia in 1913<sup>1</sup> in the establishment of a department of vocational education and guidance. During the years immediately following its establishment, however, this department was occupied almost entirely in the organization and supervision of "practical work" in the elementary grades, and it initiated no program for vocational guidance.

When, however, the present Pennsylvania child-labor law became operative (January 1, 1916) many new responsibilities in behalf of the child entering industry were created, including the responsibility for determining whether or not a child was undertaking work suitable for his years and for giving a certain degree of supervision to working children under 16. This supervision came as a result of the provision of the new law requiring a certificate for every new position and attendance at continuation school for eight hours a week throughout the school year. As these duties devolved upon the employment-certificate issuing office, which in Philadelphia is under the bureau of compulsory education, vocational guidance also was transferred by the superintendent of schools to that office. One of the supervisors of vocational education on the staff of the original department of vocational education and guidance was transferred to the bureau of compulsory education as assistant to the director of the bureau, to act as employment supervisor in the organization and administration of employment-certificate issuance and in the organization, development, and supervision of a system of vocational guidance and placement. The report of the bureau of compulsory education for the school year 1915-16 contains the following account of this work:

The children who applied for employment were taken personally in charge by the employment supervisor or his assistant and given full information in regard to the occupation for which they seemed best fitted by aptitude and training. Many of those who appeared to be especially bright or evidently in need of additional training were induced to return to school, while others who were fairly well equipped for employment were placed in positions in establishments throughout the city. \* \* \* In many instances after-school and vacation employment was provided to supplement the family income and enable the parents to continue the training of their children in school, and in this particular the employment division has been an almost indispensable aid in the enforcement of the compulsory-attendance law. \* \* \* A portion of the employment supervisor's time, especially during the early period of the year, was spent in visits to the most important industrial and commercial establishments in the city, and in this way the bureau was

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<sup>1</sup> Report of the Bureau of Compulsory Education for Year ending June 30, 1916, p. 7. Board of Public Education, Philadelphia, 1917.



brought into personal touch with members of firms, superintendents, employment managers, and others directly interested in the employment of children.<sup>2</sup>

During the year 1916, also, a committee of which the employment supervisor of the bureau of compulsory education was chairman was appointed by the superintendent of schools and financed by a philanthropic citizen, to make a study of the educational needs and working conditions of employed children in Philadelphia. As a result of a preliminary study of the records of the bureau of compulsory education, which showed that about half the children on employment certificates were in the textile industry, an intensive study of occupations in this industry was begun. The committee worked on this study until April, 1917, when two of its members were transferred to the work of the Philadelphia School Mobilization Committee.<sup>3</sup> The study was continued, though on a smaller scale than had originally been planned, and a report on juveniles in the textile industry in Philadelphia was submitted which was used as the basis in formulating experimental courses of study, particularly in the continuation schools.

As a result of the war the placement activities of the bureau of compulsory education had been greatly diminished. The demand for labor was so great that the efforts of the entire staff were given over to the greatly increased task of employment-certificate issuance, and it was so easy to get work that the demand on the part of boys and girls for help in obtaining positions was slight.

In February, 1919, the revival of placement activities was facilitated through the cooperation of the junior division of the United States Employment Service, which established a branch office in Philadelphia under the supervision of the director of the bureau of compulsory education. The Federal Government supplied first one counselor and later two, and the board of public education furnished office space in the same building with the office of the bureau of compulsory education. On October 15, 1919, assistance from the Federal Government was withdrawn, and from that date until January, 1920, staff and equipment were provided by the Young Women's Christian Association and the White-Williams Foundation, a private organization, which had for several years been doing other work in cooperation with the bureau of compulsory education, as is described in a later section of this report (see pp. 225-226). From January, 1920, until June 30, 1922, a staff of placement counselors was contributed by the White-Williams Foundation.

The workers furnished by the White-Williams Foundation consisted of a secretary in charge of placement, four counselors, and a "clerical assistant." To this number another counselor and a clerk were added in the fall of 1921. In December, 1921, the board of public education authorized the appointment of five employment supervisors on the staff of the bureau of compulsory education.

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<sup>2</sup> Report of the Bureau of Compulsory Education for Year ending June 30, 1916, p. 9. Board of Public Education, Philadelphia, 1917.

<sup>3</sup> In April, 1917, the Philadelphia School Mobilization Committee of the Philadelphia Home Defense was organized to coordinate the resources and facilities of the schools for patriotic service. Among the departments functioning under this committee was one on "junior enlistment and placement," of which the director of the bureau of compulsory education was chairman. Its purposes were the placement and supervision of junior workers of legal working age in regular employment and the enlistment of juniors for agricultural, secretarial, and clerical service and for service in "manufacture in the schools."

In 1922 under this authorization a number of the members of the placement and counseling staff furnished by the White-Williams Foundation were appointed (following an examination held by the board of public education) to the position of employment supervisor on the pay roll of the bureau of compulsory education. Additional workers have since been taken on by both the bureau of compulsory education and the White-Williams Foundation. With the increase in the staff of trained vocational advisers, the establishment of a system of district offices for combined certification and vocational counseling and placement, long desired by the director of the bureau of compulsory education, was made possible. The first of these offices was opened in May, 1923, and later action of the board of public education in authorizing the appointment (September, 1923) of three additional employment supervisors has made possible the opening of two additional district offices.

Vocational-guidance activities originating outside the schools are centered chiefly in the White-Williams Foundation,<sup>4</sup> whose share in the development of the junior employment service has been described. Founded in 1800 as the Magdalen Society of Philadelphia, in 1916 the society was reorganized as an agency for the prevention of delinquency rather than for its cure. The reorganized foundation directed its efforts toward the application of the methods of social case work; first, in connection with the large group of children unprepared for working life who were constantly drifting undirected out of school into industry as soon as the child labor law allowed, and second, in the prevention of social maladjustments among children still in school.

The first work undertaken was a study of girls applying for employment certificates<sup>5</sup> carried on by two workers in the summer of 1917. They visited the girls in their homes, talked with them and their parents regarding their reasons for leaving school, and did what they could to persuade them to return to school or helped them in getting and keeping as good positions as were open to children of their years and lack of training. A study of the histories of these girls and of the limited vocational opportunities open to them, combined with a realization of the attitude of the majority of the girls and their parents regarding the comparative merits of school and work, convinced the workers that although much help could be given to this group of children who had already left school for work, the time for beginning a constructive program of individual study and counseling is far earlier in the child's life.

Accordingly, in the fall of 1917 a worker was assigned to one of the public elementary schools, the principal of which had felt the need of someone to visit girl pupils in their homes.

This worker took the difficult children who were brought to her and tried to know the whole child; that is, the girl in her home, and in her neighborhood, and in her school. She soon learned that while there were problems which could be solved by interpreting the home to the school and the school to the home, there were frequently conditions of health, recreation, morals, or eco-

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<sup>4</sup> Although named a foundation, this agency has no large endowment, but depends for its support primarily upon the Philadelphia Welfare Federation, the agency which collects funds for the support of 103 of the recognized philanthropic organizations of Philadelphia.

<sup>5</sup> Annual Report of the White-Williams Foundation for Girls, 1918, pp. 7 and 16. Philadelphia, 1919.



nomics which needed adjustment and which might require many visits, co-operation with other societies, and much time for their correction, sometimes baffling all individual solution because the difficulty is a community one. \* \* \*

Not only the maladjusted child was known to our worker, but also each girl in the eighth grade was interviewed to see whether she could take high-school or technical training before going to work.<sup>6</sup>

From these beginnings in the bureau of compulsory education and in one elementary school the two principal activities of the society with individual children have been developed—cooperation with the public school in its counseling and placement service for children leaving school for work and demonstration in a limited number of schools of a counseling program for children still in school. After the first two years' work the constitution of the society (which had been renamed the White-Williams Foundation for Girls) was changed to permit the extension of its facilities to boys and its name was changed to the White-Williams Foundation. The purpose of the foundation as defined in a report of its work is as follows: "By working in different kinds of schools and in the bureau of compulsory education to determine when and by what methods social service and vocational guidance should be applied to children in the various activities of the public schools."<sup>7</sup>

Other activities undertaken by the foundation have been developed chiefly as aids in its two main programs. Among these are the administration of a scholarship fund, the addition to its staff for a brief period of a trained psychologist, and the institution of training courses for school counselors.

The following general principles of the foundation's guidance program have been indicated:

I. Counselors and teachers are needed in all of the schools to help make the necessary social, health, and educational adjustments for the children in the grades so that they will be eager to take advantage of the educational opportunities which democracy wishes to offer them.

II. Provision, through scholarships or other far-reaching measures, should be made for the children financially handicapped, that they may continue their schooling as long as they can profit by it.

III. Counselors within the schools should advise with all children and parents on the subject of school-leaving and plans for the future.

IV. Employment counselors in placement offices should equip themselves with business and industrial information that they may assist boys and girls in obtaining suitable positions and guide them for the first few years of work.<sup>8</sup>

The board of public education has welcomed the cooperation of the foundation and from the beginning of the work with children applying for work certificates, in 1917, has furnished office space for all the activities of the foundation.

In the spring of 1923 the city superintendent of schools appointed a joint committee consisting of one member of the board of public education, one member of the board of superintendents, and one high-school principal, to cooperate with a committee of three from the White-Williams Foundation in coordinating the work of the foundation with similar activities which had been in-

<sup>6</sup> Annual Report of the White-Williams Foundation for Girls, 1918, pp. 7-8. Philadelphia, 1919.

<sup>7</sup> The White-Williams Foundation, One Hundred and Twentieth Annual Report, for the period ending Aug. 31, 1920, p. 7. Philadelphia.

<sup>8</sup> Ibid. p. 74.

initiated by individual schools. This committee has sought to perfect a program for high-school counseling which should include organization of courses in occupational information, vocational and educational guidance, and personal and special adjustments when necessary. It is hoped that the city authorities will cooperate with the foundation in giving adequate training for this work to teachers and will permit at least two teachers in each high school to give full-time guidance.

Vocational-guidance activities in behalf of school children initiated by individual schools have consisted chiefly of counseling and of giving vocational information in the classroom. In a number of the high schools teachers have been appointed to serve as counselors or members of vocational-guidance committees. Courses or lessons on the requirements and conditions of occupational life have also been given for some years in a number of the senior high schools, and, in connection with a course in community civics, in several junior high schools, and in the upper grades of the elementary schools.

## ORGANIZATION AND PRESENT STATUS OF VOCATIONAL-GUIDANCE ACTIVITIES<sup>9</sup>

### ORGANIZATION

The vocational-guidance activities now conducted for school children and children of school-leaving age are as follows: School counseling, vocational-information courses, placement and employment supervision, investigation of local industries and occupations, and administration of scholarship funds.

Most of the high schools have counselors or a vocational-guidance committee appointed from the teaching staff, though few of these teachers are permitted any school time for counseling. Teachers also give the courses in vocational information in the schools where such courses have been introduced. Counselors under the supervision of the White-Williams Foundation<sup>10</sup> are at work in 5 of the approximately 200 elementary schools, in 1 of the 8 junior high schools, in 2 of the 12 senior high schools, in the girls' trade school, in the office of the director of special classes, and in the attendance service of the bureau of compulsory education. One counselor is assigned to the parochial school system of the city. The entire salary of four of these workers and half of the salary of one other are paid by other agencies, but their work is directed by the White-Williams Foundation.

In the junior employment service of the bureau of compulsory education 9 employment supervisors and 15 clerks are on the pay roll of the board of public education and 2 counselors and 2 full-time clerical assistants are supplied by the White-Williams Foundation. Both the board of public education and the foundation supply extra help at rush seasons.

<sup>9</sup> For the school year 1923-24 unless otherwise indicated.

<sup>10</sup> For reports on experiments in different schools, see The White-Williams Foundation, One Hundred and Twentieth Annual Report, for the period ending Aug. 31, 1920.



The administration of scholarship funds by the White-Williams Foundation is handled by three counselors employed by the foundation, two of them on a part-time basis. The foundation also employs a research secretary for the investigation of local industries and occupations.

A statement of the cost of these various activities can be given so far as they are conducted by the junior employment service of the bureau of compulsory education and the White-Williams Foundation. The expenditures of the board of public education for the salaries of the staff of the junior employment service during the school year 1923-24 were as follows:

Salaries of employment supervisors-----	\$18,137.29
Salaries of clerks-----	17,058.26
Total -----	35,195.55

The annual cost of the activities of the White-Williams Foundation, based on expenditures for the year ended December 31, 1923, is reported as follows:

Total -----	\$80,898.41
School counseling department (salaries)-----	23,393.82
Scholarship department-----	15,573.99
Salaries and expenses-----	5,602.99
Amount paid out in scholarships-----	9,971.00
Junior employment service (salaries of White-Williams counselors and clerks assigned to junior employment service) -----	10,552.85
Research secretary (salaries and printing)-----	2,295.89
Training classes (salaries and scholarships)-----	9,817.15
Overhead and miscellaneous expenses-----	19,264.71

Because of the overcrowded conditions in public-school buildings, the various vocational-guidance activities are located in separate buildings some distance apart. The main office of the junior employment service and the research secretary of the White-Williams Foundation are housed with the bureau of compulsory education in a school building which is about  $1\frac{1}{2}$  miles distant from the school in which is located the office of the director of the White-Williams Foundation and of the supervisor of its school counseling and training department and the greater part of its clerical staff. The scholarship counselors are given quarters on the fourth floor of a third board of education building, about 1 mile from the office of the director of the foundation and at least  $1\frac{1}{2}$  miles from the junior employment service.

## SCHOOL COUNSELING

### Members of the Teaching Staff.

Almost all the 12 senior high schools report that members of the teaching staff have been appointed to do vocational counseling. In all except four or five of the schools teachers assigned to this work carry the full teaching schedule, and in several the counselor devotes most of his attention to finding employment for pupils who desire part-time work or for graduates. In one of the high schools, for example, where all regular counseling is in connection with placing

students in full or part-time positions, two teachers in the commercial department, one for girls and one for boys, and one teacher in the manual-training department are regularly designated for the work, though none is given any school time to carry it on. Another teacher interviews all "drop outs," encourages them to remain in school if possible, and suggests the possibility of part-time work. In the school year 1922-23 about 75 students were placed in part-time positions, 225 graduating students were placed and 50 former graduates "replaced" in full-time commercial positions, and regular work was found for 30 boys from the manual-training department.

In a few senior high schools, counseling, as distinguished from vocational placement, is considerably developed. In one girls' high school the school counselor gives half time to the work and has another teacher as assistant. Failures, "drop outs," maladjustments, and applications for after-school work are referred to the counselors. Both educational and vocational guidance are given. When it seems advisable, home visits are made and home conditions studied, children are taken to clinics and in some cases are given mental tests by experts. Each first-year student fills in a questionnaire covering her educational and vocational plans, and students whose plans are vague or too limited are interviewed by the counselor. In addition to the questionnaire, the counselor has access to class marks, "character reports" from teachers, and mental-test reports when tests have been given. Each senior is interviewed as to her future plans, and a great effort is made to place graduates from the commercial course, who represent the great majority of those for whom full-time work is found. Placement is valued as contributing to the prestige of the school, and 2,300 students have been placed in full-time positions since the work was started in 1913. Students are sent with cards of introduction to employers, and placements are verified. But the soliciting of positions is not systematic, few records are kept, and vocational information is limited. Alumnae frequently return for advice and replacement.

In another girls' high school the principal has assigned counseling to three teachers. One gives full time and two give part time to the work. They visit first-year pupils at home, file reports of their impressions with the pupils' record cards, and discuss the home environments with the home-room teachers with the object of enabling the teachers to understand and help the pupils more effectively. Each first-year pupil also fills out a "self-analysis" blank, which is supplemented by her class marks and the opinions and comments of her teachers. Girls of exceptional ability are reported each term to the school counselor, who interviews each of them, suggests an enriched curriculum or further outside activities, and tries to impress upon them the responsibility to themselves and to society which ability brings. The counselors have the advice and support of the principal and of all the eleventh-grade staff, the members of which meet regularly to discuss problems of that grade. Counselors often make home visits to ascertain the causes of failure or of unsatisfactory deportment. In the light of their knowledge of the individual child's home conditions, school history, and personal prefer-



ences, the school counselors consider transfers and adjustments of program recommended by teachers, and discuss with the pupil the wisdom of such transfers and adjustments. They interview each student preparing to enter normal school in order to judge of her fitness to become a teacher and recommend another type of work if the girl does not seem personally qualified for teaching. They also meet seniors in a body twice a year to discuss their futures as college students or wage-earners. From one-third to one-half of the graduating pupils are placed in positions. Most neighborhood industries have been investigated for positions and have offered a number of openings for part-time work. Follow-up work consists of sending to all graduates six months after graduation letters requesting reports on present activities, and sending blanks to employers for reports on the progress of the workers. The information received in the follow-up is tabulated.

In one of the boys' high schools a vocational-guidance committee composed of members of the school staff has been at work for several years. The members of the committee hold consultations at the close of school each day to advise boys about courses or occupational opportunities. Although interviews are entirely voluntary the committee always has had more applicants for advice than its members can arrange to see, especially as all of them have the usual teaching schedule. Their procedure is to interview each boy, to discuss his case among themselves, and to interview the boy again before deciding upon the action required. Physical and psychological examinations are given, when it is believed desirable, by members of the faculty. A series of 10 forms for use in the guidance and placement work has been evolved. The committee lists boys wishing positions and keeps in touch with the alumni of the school in regard to possible openings. One member of the committee is in charge of placing boys in part-time positions. Many students unfitted for or failing for some other reason in their course of study are transferred to other courses. Seniors receive assistance in choosing colleges. Various members of the teaching staff, each of whom specializes in information on a particular vocation, interview boys in doubt as to their wage-earning careers. A bulletin containing brief accounts of various vocations and advice concerning them is in preparation. Invitations to parents to confer with the committee are issued periodically. By means of posters, bulletin-board notices, articles in the school paper, and assembly talks much interest has been aroused in both students and teaching staff. During the last year the White-Williams Foundation through the junior employment service has assisted the committee by assigning two of its employment counselors to interview and assist in placing members of the graduating class. (See p. 241.)

In the junior high schools counseling by members of the teaching staff is chiefly in connection with a weekly "guidance period," which is described on pages 256-257.

#### **White-Williams Foundation Counselors.**

Counseling within the schools is considered by the White-Williams Foundation primarily a matter of personal and family readjustment through the study of individuals. The work of the school counselors therefore resembles more closely that of home visitors or

visiting teachers in other cities than of vocational or educational counselors, though the duties of the counselors, unlike those of the typical visiting teacher, include educational and vocational counsel. Counselors who deal with children in the upper grades of the elementary schools and in the high and trade schools necessarily devote much more attention to this aspect of their work than counselors in the primary grades. However, the same type of qualifications and training is required for the school counselor whose duties are primarily the same as the visiting teachers as for those who, assigned to work with children of the upper grades, find that their most important problems call for educational or vocational guidance.

The kind of background and technique that the foundation believes the school counselor should possess is indicated in the program of the training course for counselors (see p. 236) which the foundation offers in cooperation with the Pennsylvania School of Social and Health Work. The aim of the course is described in an announcement by the school as follows: "To give the student a foundation for work with the manifold problems of children arising in a school. This foundation will include an understanding of the forces underlying behavior and a knowledge of the environment of home, school, and community by which those forces are moulded and through which they can be controlled."

No fixed or uniform program has been set for the counselors assigned to different schools. The following statement sums up the purpose and methods of the foundation's school counseling program:

It has been the policy of the foundation to select one school of each general type and into this school to put a worker to make a demonstration and to study the outstanding problems among children of the group that the school is designed to serve. Among kindergarten children the health problems stand out most prominently; among older children unsatisfactory progress, behavior, and attendance often have their roots not only in defects of health but in family relationships, neighborhood conditions, and other influences to which the older child is susceptible. The question most prominent in high school centers around the preparation for jobs and placement in them. Aspirations toward some kinds of jobs necessitate a college training, and sometimes the way thereof is not obvious. In some of the special schools the recreational needs of the children overtop the other problems. It must not, however, be thought that trying to meet these needs en masse would be sufficient. Although everything possible should be done to build up machinery to take care of these special phases of the child's welfare, nothing can take the place of knowing the background and special problems of the individual child.<sup>11</sup>

Children are referred to the counselor by the school principal for study and treatment of any of the following problems: Unadjusted behavior, adverse home conditions, and educational and vocational guidance, including poor classroom work. Health and attendance difficulties are taken up only when they appear as part of one of the other problems.

In one elementary school a definite program of educational and vocational guidance for eighth-grade children has been developed. The counselor interviews each eighth-grade pupil and discusses his future with his parents either at home or at the school. This practice, continued over several years, has resulted in increasing the pro-

<sup>11</sup> The White-Williams Foundation—Five Years' Review for the Period Ending December 31, 1921, p. 10.



portion of graduates enrolling in high schools and also the proportion of pupils successfully completing their first high-school year. The counseling program has resulted also in the development within the school of an information center which is valuable as a means of interpreting the individual child to his teacher and of giving the teacher a better understanding of the social significance and means of solution of many of their classroom difficulties.

In the junior high schools as well as in the elementary schools the counselor's problems are chiefly social rather than vocational. Although more than half the pupils referred to the school counselor are referred for reasons that involve vocational guidance, practically every case requires a home visit and the accumulation of social information about the family. Because of the large number of cases requiring intensive work the counselor is not able to interview each child on his choice of school course, but she interviews children who are unsuccessful in the course of study they have chosen, visits their parents, and arranges for transfers to other courses if it seems advisable. The school counselor interviews all children who are leaving school to go to work and makes visits to the homes of many of these children to talk with the parents about the child's future. She also arranges assembly talks by the employment managers of Philadelphia industries and by members of the staff of the junior employment service.

Counselors assigned to the high schools—one high school for boys and one for girls—devote a larger proportion of their time than do elementary and junior high school counselors to activities that may be classed as vocational guidance. In comparing their work with that of vocational counselors who are regular members of the teaching staff both in Philadelphia and in other cities it should be remembered that the counselors placed in the schools by the foundation give a large part of their time to cases in which no educational and vocational advice can be given until serious personal difficulties have been investigated and adjusted. Not being themselves members of the school faculty, they are likely to have to devote considerable time also to gaining the interest and cooperation of teachers.

In the boys' high school an experiment was undertaken early in the spring of 1923 which is reported as a success. It was difficult to find for this position a man equipped with the necessary social case work training and teaching experience, and a teacher in the school who had been successful in dealing with boys was assigned by the principal to carry on the work under the supervision of the foundation. His teaching program was considerably lightened, so that he could give every afternoon and Saturday morning to counseling. During the summer preceding his first counseling he spent six weeks with the Society for Organizing Charity and was given other opportunities for special training in vocational guidance and school counseling, so that he was able to take care of cases involving all types of problems handled by the White-Williams Foundation counselors. He interviews boys whose lagging interest in school is evident through their behavior, repeated failures, and irregular attendance; boys who because of economic need are considering leaving school permanently, and boys seeking educational

and vocational guidance. His work calls for home adjustments, follow-up of health problems, the finding of part-time employment, schedule adjustment, obtaining of special scholarships, and personal guidance. He has made a special effort to develop the interest of local employers in the problem of the high-school boy in search of part-time work. Boys requiring full-time placement are referred to the junior employment service. Parents come directly to the counselor with the problems of their boys and when they visit the school are referred by the office to the counselor. The boys themselves have ready access to the counselor's office.

The girls' high school to which a White-Williams Foundation counselor has been assigned is located in the center of a district populated largely by textile workers who have been inclined, through tradition and personal experience, to see little value in secondary education for their children. A counselor was placed in this school at the request of the principal, who herself had undertaken the activities that are usually a part of a counselor's work; for instance, she visited as many as possible of the eighth-grade classes in her district and invited them to visit the high school. Some of these duties are now delegated to the counselor, notably visiting the homes of students who for any reason are not succeeding in school or who are frequently late or absent, but a number of the teachers also have formed a "committee of special advisers," who are available for personal investigation and advice. The counselor is a physician who has had industrial experience and was for many years a high-school teacher. She interviews girls whose unsatisfactory conduct involves family and personal readjustments, girls with health problems, and all school failures and "drop outs." She has demonstrated in many instances the relation between failure or misbehavior in school and poor health or malnutrition. She makes home visits and has also visited many of the mills of the district, not to make studies of occupations, but primarily in the interest of individual children. She calls freely upon social agencies, especially for clinical aid. She makes the necessary investigations preliminary to the award of scholarships provided by the school, obtains part-time employment, and undertakes in other ways to prevent children from dropping out of school. Her information about a pupil consists of the school report of absence, tardiness, and scholarship, the teachers' estimate of the child's abilities and character, and for many children, because the school possesses a teacher trained to give mental tests, a report of mental ability.

As the student group of the Girls' Trade School has grown, the duties of the counselor in that school have changed to meet new needs. In the early history of the school every girl was interviewed in the course of the counselor's work, and group work was carried on through the dramatic and glee clubs. When it became necessary to divide the student group and inaugurate a double-shift schedule, after-school club work was rendered impossible, and the work of these clubs has since been taken over by the teachers as a part of the regular school régime. When the school reports are given out in this school, the principal personally interviews each girl and is thereby enabled to make a survey of the outstanding problems in the school. To the counselor she refers cases of mis-



behavior, misfits in courses, and health problems needing intensive supervision. Schedule adjustments are facilitated through the close cooperation of the principal and counselor. At the discretion of the principal the counselor investigates home conditions of girls applying for employment certificates and determines whether or not it seems possible for the girl to remain in school. An emergency-aid student fund administered by the principal is available, from which scholarship awards are made, and loans are granted to cover the expense of glasses, dental work, etc. Girls compelled to leave school, when not placed from the school office, are referred to the junior employment service and directed by the counselor to the recreational agency in their neighborhood which will meet the play needs of the girls. Further follow-up work with employed girls is done through evening office hours at the school. The alumnae association functions as a placement bureau for graduates; employed girls report vacancies in their workrooms, and unemployed girls report to the school office for assistance in placement.

The school counselors of the foundation see only children referred to them voluntarily by principal or teachers, but although they are dependent on school principals for cooperation both in obtaining information about individual children and in putting into operation programs for the adjustment of problems which concern the child's school work, the counselors are held responsible for their achievement primarily to the foundation. A certain amount of uniformity of procedure is required. The system of record keeping is identical for all. It consists of a face card (see p. 235), to which are attached sheets for recording chronologically interviews and action taken from time to time. All cases when referred to a school counselor are registered in the central office and given a number. Inquiry is made at the Social-Service Exchange, and before action is taken any social agency reported as knowing the family is consulted. Many of the cases handled by the counselors are referred by them to other agencies, as it is one of the basic principles of the foundation never to undertake work which another agency is equipped to do.

Each counselor is supplied with stenographic service to keep records and reports up to date. Monthly reports on a prescribed form are sent to the central office, and counselors confer frequently with the supervisors there on particularly complicated cases. A monthly staff meeting is held, which all the employees of the foundation attend. This meeting is usually addressed by an outside speaker. Each department holds also weekly or biweekly conferences dealing with its own problems.

For several years the White-Williams Foundation has supplied subjects relating to field work in guidance for graduate and undergraduate students at various universities and colleges in and near Philadelphia, and recently it introduced a course of training in counseling.

This field work under the foundation is done in connection with courses for which students are receiving college credit. The purpose is not to train the students, most of whom expect to become teachers, to become school counselors, but rather to give them, as teachers, an idea of the social worker's point of view toward the individual. The foundation hopes that the extension of this idea will bring to

## No.

## **Inquiry**

Rice: W. C.		Religion: F.		M.		Language in home		COUNSELLOR
ADDRESS	RENT	ROOMS	TOILET	BATH	SCHOOL	Grade		
					School	Grade		
					Grades repeated	Grades skipped		
No.	FAMILY	AGE ON D. OF B.	NATIVITY	YRS IN U. S.	SPECIAL INFORMATION	OCCUPATION ON SCHOOL	WAGES ON GRADE	
1								
2								
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4								
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6								
7								
8								
9								
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11								
OTHERS IN HOUSEHOLD		RELATIONSHIP	OCCUPATION AND CONTRIBUTION		INTERESTED INDIVIDUALS AND ORGANIZATIONS			
12								
13								
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15								
RELATIVES ELSEWHERE			ADDRESS					
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19								

[Actual size 5 by 8 inches]



those interested in dealing with children a clearer understanding of the need for school counseling. The course has been described briefly as follows:

The course requires attendance at one lecture a week and at least two hours a week spent on a special child or group selected by each teacher from his own class. Home visits are made, the child's progress in school watched, a closer personal relationship between teacher and pupil established. Where it has seemed wise arrangements have been made for the teacher to take the children to clinics for mental and physical examination. The effort has been consistently to arouse these teachers to the social side of their work, to encourage them to do what they can, and to show them where to turn for help to do what they themselves lack the time and specialized knowledge to undertake.<sup>12</sup>

Training in school counseling for six fellowship students was made possible in January, 1923, by a grant from the Commonwealth Fund of New York. Applicants for these fellowships must be college graduates and must have had experience in social case work and in teaching. The period of training is approximately one year. The courses<sup>12a</sup> include one in school counseling, given by the supervisor of the department of school counseling of the White-Williams Foundation; one in behavior problems, given by the psychologist in charge of the child-study department of the Philadelphia Children's Aid Society and the Philadelphia Children's Bureau (see p. 262); one in vocational-guidance problems, given by a member of the staff of the junior employment service of the bureau of compulsory education; and one in the newer philosophy and methods of education, given by the president of Carson College, a home for orphan girls. The students obtain practical experience at one of the public schools under the supervision of a counselor on the staff of the foundation; at Carson College, where they live for a time and make an intensive study of individual children; in connection with investigations of occupational opportunities for minors conducted by the foundation; and in its placement office. Each student spends a month visiting, and making studies of various occupations, with the secretary of industrial research.

### THE JUNIOR EMPLOYMENT SERVICE

The junior employment service of the bureau of compulsory education is responsible for the issuance of employment certificates to children between 14 and 16 years of age and of age certificates to minors over 16, as well as for giving vocational counsel and finding employment for minors up to the age of 21. Since the consolidation of certificate-issuing and placement activities (see p. 225) the entire staff of employment supervisors of the bureau of compulsory education and a number of the White-Williams Foundation counselors assigned to the office have been trained in the procedure of employment-certificate issuance as well as in vocational counseling and placement. (For statement regarding personnel of this office see page 227.)

The qualifications required for employment supervisors are a college degree and two years' experience in industry, teaching, or social

<sup>12</sup> The White-Williams Foundation—Five Years' Review for the Period Ending December 31, 1921, pp. 11 and 12.

<sup>12a</sup> Given at the Pennsylvania School of Social and Health Work.

service. The salary range is the same as that for high-school teachers in the Philadelphia public schools.

Employment supervisors who have had no social case work experience are given a month's leave of absence by the board of public education for training in a family case-working agency if the White-Williams Foundation supplies a substitute. This type of experience is desired not because the employment supervisors are expected to do case work themselves but rather that they may recognize symptoms of difficulties which will prevent occupational success and through contact with the methods of the many agencies used in family case work may refer to the appropriate organization boys and girls needing the assistance provided by these agencies. Those who have had no experience with industrial problems are expected to get as much as possible after their appointment through visits to plants, meetings with local and national personnel groups, and similar activities.

#### Employment-Certificate Issuance.

Under the Pennsylvania child labor law <sup>12b</sup> all children between 14 and 16 who have completed the sixth grade, are physically qualified for the work they are to do, and have obtained a promise of employment are entitled to leave school for work. Children between 14 and 16 may get vacation certificates irrespective of educational attainment if they comply with the other requirements of the law. Boys and girls over 16 are not required to have employment certificates, but a ruling of the industrial board of the State department of labor and industry made in April, 1921, requires that certificates of age for minors 16 years of age and over should be kept on file by employers.<sup>13</sup> Although compliance with this ruling is not as yet general on the part of employers the number of minors making application for age certificates has practically doubled every year since the ruling became operative. Such a provision is valuable not only in improving the administration of the child labor law but also in preventing violation of the compulsory attendance law, including the provision relating to part-time schooling.

Up to the year 1922-23 certificates were issued by one employment supervisor and a staff of clerks under the general direction of the director of the bureau. When the service was reorganized to include both issuance and placement (in 1922) it became the aim of the department to have an employment supervisor interview every child applying for an employment certificate so that "employment certification can become real employment supervision over the conditions under which children \* \* \* work." Up to the present time it has been possible to provide for a careful interview of only a small proportion of the applicants at the central office, but it has been made the regular procedure for children applying at the district offices. (See p. 244.)

<sup>12b</sup> Pennsylvania, Acts of 1915, P. L. 286.

<sup>13</sup> The text of this ruling is as follows: "That to secure better administration of the Pennsylvania child labor law it is required that minors over sixteen (16) years of age, on applying for a position in any establishment, or in any occupation in this Commonwealth, shall present an age certificate authorized by the attendance bureau of the department of public instruction, and issued and signed by the proper officers of the local school board. Such certificate shall also bear the minor's own signature. Said certificate shall remain on file with the employer during said minor's term of employment, to be returned to the minor when the term of employment ceases. Rule M-34 of the rulings of the State industrial board relating to the child-labor act of 1915, adopted April 5, 1921.



All the children applying at the central office are given a card describing the facilities for placement offered by the bureau.

One or two aspects of the procedure in obtaining employment certificates in Philadelphia are to be noted in relation to educational and vocational guidance. Every child applying for a certificate must be accompanied by one of his parents, so that an opportunity is given in each case to point out to the parent, as well as the child, the advantages of further training, the opportunities for obtaining it, and the disadvantages to the wage earner of inadequate schooling.

Another provision closely related to vocational guidance is the requirement of a physical examination. Every child is examined physically each time he applies for an employment certificate. Approximately 20 per cent of the applicants have their certificates refused or delayed because of physical defects, usually remediable defects, such as decayed teeth and defective vision. Under the State regulations certificates must be refused entirely for certain more serious defects, such as tuberculosis, Graves's disease, and heart or kidney disease, so that continued schooling up to the age of 16 at least is insured for the group regarded as most subject to physical injury by too early employment. Children who have certain other defects not quite so serious but who are subject to injury through employment about machinery are protected by being certified only for employment in occupations which do not bring them near power-driven machinery. With these exceptions, no attempt is made to advise regarding the occupation which a child plans to enter in the light of physical demands of the occupations or of the child's physical condition. Although children are reexamined on their application for each new certificate, little, if any, attempt has as yet been made to study the nature or condition of a child's previous employment in connection with defective conditions revealed on reexamination, either to advise him as to the sort of work he should or should not do in the future or to obtain data on the physical effects of various occupations.

The certificate-issuing office, through cooperation with employer, attendance officer, continuation school, and factory inspector, has organized an unusually effective system of insuring compliance with the provisions of the child labor law, and to that extent may be said to exercise supervision over working children during the early years of employment.

#### **Vocational Guidance and Placement.**

The junior employment service of the bureau of compulsory education is the only organized placement service for juniors in the city. The social aspect of its own work has been emphasized from the beginning, and practically every social agency coöperates with it. All Philadelphia social agencies make use of its services and respond to requests for cooperation in investigation, shelter, relief, recreation, or clinical treatment.

A friendly contact with employers' associations was developed early in the history of the office and has been maintained by occasional addresses from the director and supervisors, by publicity through employers' publications, and by direct contact with individual members. Organized labor has also opened its meetings to

speakers representing the office, and the relationships have been cordial.

Cooperation with the schools is a natural result of the nature of the office as a part of the regular school system, a cooperation rendered effective by the very real service the office can offer.

Information regarding educational opportunities is complete and in constant use by the staff. The "Survey of Opportunities for Vocational Education in and near Philadelphia"<sup>14</sup> is especially helpful. Catalogues of various schools and descriptions of vocational courses are on file in the office library.

Every effort is made to extend the knowledge of occupational opportunities in the community. The research secretary, loaned temporarily by the White-Williams Foundation to make studies of certain industries and occupations, is mentioned elsewhere (see p. 249.) In addition to the special studies, a continuous occupational survey is conducted, as each employment supervisor and White-Williams counselor is scheduled for one half-day a week spent in investigation of employment opportunities. The results of all this investigation are added to the files, exchanged, and freely discussed at the regular staff meetings and may be incorporated in publications if of sufficient import. Two files of employers are kept at the central office, one on 5 by 8 inch cards, filed by industries, and one on 3 by 5 inch cards, with ratings of the establishments by a five point scale, filed alphabetically. A union index of all firms visited by any of the cooperating social agencies is also available for any purpose. This reports merely the date of the visit and not the result and is used to prevent overvisiting or oversolicitation. Every day as the orders come in, a list of the new firms is turned over to the research secretary, and investigations are made before juniors are referred to jobs, except in a few special cases, where the junior is told frankly that the firm has not been visited, and he is asked to report back at once to the office regarding the conditions which he finds.

In the past Philadelphia has not had a cumulative school record<sup>15</sup> which follows the child throughout the system, and the information concerning the applicant is therefore not so complete as it is where such a card is available. However, this is compensated for in a number of ways. The school record required before a certificate is issued is on file in the certificating office for every child between 14 and 16, so that the placement worker has at least a record of the educational attainments of the applicant. Moreover, both the child and his parent have been carefully interviewed by the certificate-issuing officer. (See p. 238.) It is an unvarying point of procedure to conduct these interviews separately, because it has been noticed that in a joint interview either the parent or the child is usually suppressed. Fourteen to 16 may be an inarticulate age, and the employment supervisors take every opportunity to get as many of the facts and as much of the child's point of view as possible. These records are collected by the clerk who lists the applicants for placement in order as they appear, and are before the employment super-

<sup>14</sup> Second edition issued in 1921. Philadelphia Vocational-Guidance Association.

<sup>15</sup> A cumulative record card was introduced in the Philadelphia schools in June, 1924. This card will be sent to the bureau of compulsory education when a child leaves school.



visor when she meets the child. Though the employment supervisors do not have separate offices, the office arrangement makes a private interview possible by the use of a low conversational tone. If the applicant comes from a school that has a school counselor, supplementary information is always sought there. Telephone conferences with social workers, teachers, and principals are held in cases that seem to demand them. Home visits are made by a social worker provided by the White-Williams Foundation and by a staff of attendance officers of the attendance service of the bureau especially assigned to social investigation. Not many applicants have had mental tests before appearing at the office, but all problem cases can be referred for examination to the division of special education or to one of several clinics which cooperate willingly with the bureau.

It is evident that much depends on the first interview in the office. This is conducted with great care, the employment supervisors seeing the children in turn as recorded by the clerk, with no segregation except by sex. Even that distinction is variable, and a supervisor who has been interviewing boys for some time is transferred to girls, in order to keep the whole field before her. Time is taken to get a complete view of the applicant. (See registration card, p. 242.) Special emphasis is given to his school history, his likes and dislikes, the previous work history, if any, and the family "picture"—the idea of the group of which he is a part. If there are other workers in the family, their occupations and wages are ascertained if possible. Cards of other members of the family who are registrants are reviewed. The training in case work possessed by nearly all the supervisors is of advantage here.

Applicants are referred at once to jobs if any are available. If not, special solicitation is undertaken over the telephone. A return postcard which serves as both introduction and a report of results is given each applicant referred to a job. A telephone check-up is made promptly if this card is not received.

The supervisor writes up every interview at once before seeing the next applicant. It is believed that the resulting loss of speed is more than compensated by the increased accuracy and vividness of the reports. Daily reports are made from these cards, and the cards are filed by a clerk.

Follow-up centers about the evening office hours, held once a week from 5 to 7 o'clock. Usually three supervisors stay to conduct leisurely interviews. This affords a chance regularly to get in close personal touch with the junior and to find out what his needs really are. Special emphasis is put on the advantages of continued education of some sort. A postal card inviting him to come in for a conference is sent to every registrant at the end of the first three months following registration. Formerly another was sent at the end of the year and one at the end of two years, but these were not found effective, and now a letter with a questionnaire regarding work history subsequent to registration is sent at the end of the year. The necessity for a new working certificate for each new job, of course, insures a follow-up of the work history of all the 14 to 16 year old group. After the first verification of employment follow-up is conducted through the juniors and not through the employers, except in some case requiring exceptional treatment.

A record of all action in a case, including placement and follow up, as well as reference to social agencies, return to school, etc., is entered on a blank card, 5 by 8 inches, which is attached to the regular registration card. In the main office placement and certification are distinct. In the district offices (see p. 244) one side of the registration card serves for certification and one side for placement. Daily reports are compiled by a clerk, and a report, both written and statistical, covering the number of individuals served and the nature of the service, with added items of general interest regarding the work, is furnished each month by the director of the bureau of compulsory education to the White-Williams Foundation and to each member of the staff of the junior employment service.

Two definite and interesting lines of expansion for the office have opened up. The first of these consists of assigning an employment counselor to the Central High School to assist in placing the graduates of the school and to act as coordinator in connection with the cooperative program for seniors in the trade courses. (See p. 258.) The latter service is of particular interest in that it suggests the handling of the placement and supervision of students in cooperative public-school courses by members of the staff of the school employment service, who are specially trained for employment work. In connection with the placing of the graduates of the Central High School in 1923 each member of the class filled in a questionnaire, stating his plans of work or study, about three months before the end of the last school term. Each questionnaire was studied by the employment counselor, and the information thus obtained was used as a basis for furnishing the pupil with vocational information and advice in the course of a personal interview about a month before the close of the term. An unpublished statement furnished by the junior employment service gives the following account of the work:

The work of the counselors consisted in reviewing with each boy the reasons for his choice of a vocation and telling him of the opportunities and limitations in the vocation and the specific educational training required for it.

It was found in some cases where boys had already chosen a profession, that their reasons were inadequate and they had not a practical idea of the money and time that would be required to become a member of that profession. As a result it was often necessary to have two or three interviews with the boy in order to make him fully appreciate the seriousness of his choice.

Several thousand employers were solicited by letter for positions for the graduates before the midyear and June graduations. Of the graduates who wanted to go to work approximately two-thirds were referred to positions in the line of their vocational plans and one-sixth to work of some other sort. Those who were not placed were referred to the placement office for further service. The placing of students from the trade courses was much simpler than of those from the academic or commercial courses, not only because the trade courses prepare boys for a specific industrial occupation but also because the majority of the trade students had worked on the cooperative plan for a year and had thus gained some practical experience in industry. The commercial group with their definite business training were the next easiest to place. The high-school authorities were so gratified with the results of the coordination by the trained placement supervisor and by the results with the graduates that they



requested the continuance of the service and volunteered to assume part of the expense for it. The junior employment service says further:

The results of several years' experimentation will be of special interest as a demonstration of a method by which a placement office can reach students still in school with vocational advice and placement service and will also be of interest from the point of view of the question whether a school employment office, in touch with employers throughout the year, can carefully place and offer practical employment suggestions to the students of a large high school at the time when they are leaving in great numbers.

The second line of expansion consists in the establishment of district offices, which are, like the central office, to handle jointly certification and placement. The section on district organization contains the discussion of their placement activities.

Philadelphia placement workers see in these offices, centralized and yet individualized, the best means of attaining that control of junior placement which is their ultimate goal. Moreover, since in the district office both the child and the job will be known specifically to the counselor who brings them together, the disadvantages of impersonal placement will be avoided so far as is humanly possible in a large city.

The following table gives a summary of vocational guidance and placement activities of the junior employment service for the year ended June 30, 1923.

*Summary of vocational-guidance and placement activities for year ended June 30, 1923<sup>1</sup>*

Items	Boys	Girls	Total
Registrations.....	1,971	1,531	3,502
Employers' applications.....	2,543	2,001	4,544
Reported placed.....	1,495	1,021	2,516
References.....	3,826	2,120	5,946
Interviews.....	5,692	3,593	9,285
Summer and part-time registrations.....	252	228	480
Part-time placements.....	57	69	126
Referred by White-Williams Foundation.....	37	54	91
Referred to White-Williams Foundation.....	27	13	40
Referred by attendance officers.....	181	165	346
Referred by schools.....	426	156	582
Referred to day schools.....	42	45	87
Admitted to day schools.....	31	38	69
Admitted to night schools.....	5	14	19
Referred by social agencies.....	90	75	165
Referred to social agencies.....	24	16	40
Referred by Y. M. C. A. and Y. W. C. A. employment department.....	29	56	85
Referred to Y. M. C. A. and Y. W. C. A. employment department.....	10	21	31
Referred by State employment department.....		3	3
Referred to State employment department.....	2	6	8
Follow-up cards sent.....	1,612	1,207	2,819
Responses to follow-up cards.....	366	242	608
Parents in office.....			518
Visits to firms.....			123
Visits to employers.....			323
Other visits.....			70

<sup>1</sup> Bureau of Compulsory Education—Report for the Year Ending June 30, 1923, p. 49. Philadelphia, 1924.

### District Organization.

The desirability of making some provision for a local system of employment-certificate issuance has been recognized for some years by the Philadelphia school authorities. In his annual report for

Face of registration card, junior employment service; Philadelphia

[Except for the color, the card is the same for girls and boys]

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First Name

Race

At Home  
With Rel.  
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Telephone

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*Reverse of registration card, junior employment service; Philadelphia*

*Reverse of registration card, junior employment service; Philadelphia*

*Reverse of registration card, junior employment service; Philadelphia*

the year ended June, 1917, the director of the bureau of compulsory education comments upon this need as follows:

It has been the practice in Philadelphia to issue employment certificates from a central office ever since this duty was vested in the school authorities by the act of assembly of 1909. The centralization of this work has resulted in simplification of records, standardization of methods of proving age, and a more nearly perfect control of the employment situation. These advantages are in a measure offset by the expense in time and car fare which the applicants for certificates suffer on account of the remoteness of the central office from distant sections of the city. Other disadvantages of the issuance from a central office are apparent during June, July, and September, during which months the congestion in the issuing office is greater than at any time of the year, and it is impossible to provide adequate accommodation for the applicants. Measures, therefore, should be taken to provide an improvement in the service.

Better service could be rendered to the public by arranging for the issuance of certificates from the district attendance offices, of which there are nine<sup>16</sup> located at points of easy access in every section of the city.<sup>17</sup>

In May, 1923, the first district office of the junior employment service was opened. Two others had been opened before January, 1924, and a fourth was planned. These four offices are designed to serve eight school districts. The staff of the district offices now in operation consists of three employment supervisors and three clerks.

Like the central office of the junior employment service, the district offices, as has been stated, both issue certificates and carry on placement work. The dual function of these offices is pointed out by the director of the bureau of compulsory education in the following unpublished statement:

The first duty of the district office is to issue employment certificates accurately and expeditiously to the boys and girls residing in the district or districts which the office is intended to serve. To do this effectively time and attention should be given to advising each child concerning his occupational future, sometimes with the possibility of effecting a return to school. In addition to this the district office should further carry on the placement work for all pupils leaving school.

Applicants at a district office are not required to visit the central office, and all minors who apply for certificates or for placement at the central office, are now referred to a local office if they live in a school district where an office has been opened. Even the physical examination required of each applicant for an employment certificate is given at the district offices, to each of which a physician is assigned for two and one-half hours daily with extra help during busy hours. Notices of refusal of certificates and of return of certificates are referred to the district attendance office, whose report is made to the district employment office. Duplicate index cards for all applicants at a district office, whether applicants for employment certificates or for placement, are sent to the central file, so that duplication of service is prevented. On the opening of a new district office all the registration cards belonging to it are transferred to its files from the central office, and upon it is placed the responsibility of making the necessary duplicate registration cards for the central office.

The emphasis on the placement function of the district offices is indicated in the fact that these offices are open only in the morning,

<sup>16</sup> Now eight.

<sup>17</sup> Report of the Bureau of Compulsory Education for the Year Ending June 30, 1917, pp. 25-26. The Board of Public Education, Philadelphia, 1918.



in order that the afternoon hours may be free for establishing contacts with employers, making industrial investigations, soliciting positions, and doing personal follow-up. Except for the detailed investigation of vocational opportunities for minors conducted by the research worker of the White-Williams Foundation in cooperation with the junior employment service visits to places of employment in its own territory are made only by the district office. The latter, by first obtaining permission from the central office, may also solicit orders from firms not in its own district. Before permission is given, reference is made to the central files of employing firms, to ascertain how recently and how often the firm in question has been called upon in order that oversolicitation may be avoided. Records of visits made to employers by the staff of the district office are made in duplicate, and one copy is sent to the central files of the service. Effective machinery for the clearing of employers' orders between the district and the central office is being worked out. Systems in other cities, especially in New York, were studied, but none of them was adopted in toto. A separate clearance division has been established in the central office to handle employers' calls for all the offices. The clearance supervisor telephones each district office every half hour during the morning office hours. "Orders" coming to the central office from employers in the territory of a district office are referred at once to the district office. The supervisors in the district offices refer registrants to the orders they have listed or solicit by telephone in their district for a position when no suitable one appears on their list. If no suitable opening for an applicant can thus be found the supervisor gives details regarding the registrant to the clearance supervisor in the central office, and the latter if possible gives the district office an "order" from the files of the central office to which to refer the applicant. No "orders" not in their own territory, however, are turned over to a district office except for specific registrants. Every order assigned to a district office is marked with a black clip in the clearance files until a report on it comes in.

Cooperation with all the schools in the district, with local organized groups of employers and employees, and with important civic and social organizations of the community is planned. During the first two months after the opening of the first district office visits were made by the employment supervisors to public and parochial schools of the district to inform the principals regarding the location and purpose of the new office. Visits to industrial and commercial establishments in the various districts have been mentioned. Through cooperation with one junior high school all pupils of the school who had left within a year were invited to call during the evening office hours at one of the district offices, where they were interviewed as to their reason for leaving school and their present occupation, with a view to obtaining facts that would assist the school in preventing "drop outs."

With the exception of the interviews with these junior high school pupils district organization has not yet resulted in any direct work with children before they appear at the office to make their applications for employment certificates or for placement. Indirectly through addresses to school children the district offices have coop-

erated with school officials to encourage children to remain in school and to enter high school. The need to reach with vocational advice all children leaving school for work is met, at least for those under 16, by requiring all applicants for certificates authorizing their holders to enter regular full-time employment to be interviewed by an employment supervisor.

### INVESTIGATION OF LOCAL INDUSTRIES AND OCCUPATIONS

Employment counselors of the White-Williams Foundation staff assigned to the junior employment service have from the beginning visited Philadelphia industries and studied local occupations. Their purpose has been not only to find openings for placements but also to get first-hand information on the kinds of work that can be undertaken by minors of different ages as a basis for vocational and educational counsel. In addition, from time to time, individual members of the staff have been assigned to occupational studies and studies of the kinds of work in which children and young persons are engaged. For example, in the school year 1920-21 and 1921-22 a survey was made of all establishments employing five or more children between 14 and 16 years of age.

About 250 firms, employing 3,330 "employment-certificate" children, were included in this study. In each case the entire establishment was visited, the physical condition of the plant noted, the training required, wages paid, opportunities for the future were studied, and a special analysis made of the work of these younger children.<sup>18</sup>

In visiting the places of employment included in this study the representative of the junior employment service was often accompanied by the coordinating teacher from the continuation school (see p. 262) which the young workers employed in these establishments attended. Visits have been made to find openings for apprenticeship in some of the skilled trades.<sup>19</sup> In the year 1921-22 studies were made of opportunities for minors in paper-box work, mechanical dentistry, shampooing and hairdressing, bricklaying, carpentry, plumbing, tin roofing, and heater and range work.<sup>20</sup> The first three studies were made by a member of the staff, the remainder by students of the Wharton School of Finance and Commerce of the University of Pennsylvania, assigned as part of their training to the junior employment service.

At first the results of these investigations were available only to members of the placement staff, but in the latter part of 1922 a number of the occupational studies which had been made up to that time were prepared for publication in a form suitable for the use of school counselors and teachers. Five of these mimeographed leaflets of two to seven pages each have been issued with printed covers.<sup>21</sup> Each report covers the following points on the occupation or industry studied: (1) Description of the occupation or in-

<sup>18</sup> Report of the Bureau of Compulsory Education for the Year Ending June 30, 1922, p. 46. The Board of Public Education, Philadelphia, Pa., 1923.

<sup>19</sup> Report of the Bureau of Compulsory Education for the Year Ending June 30, 1921, p. 40. The Board of Public Education, Philadelphia, Pa., 1922.

<sup>20</sup> Report of the Bureau of Compulsory Education for the Year Ending June 30, 1922, p. 46. The Board of Public Education, Philadelphia, Pa., 1923.

<sup>21</sup> The Pharmacist; The Librarian; The Hair Dresser; The Dental Mechanic; The Paper-Box Industry.



dustry; (2) economic conditions—i. e., sex and nationality of the workers, wages, and hours of work; (3) preparation required; (4) qualifications of workers; (5) advantages of the occupation; (6) disadvantages of the occupation; (7) special local conditions (including opportunities for training).

Although these reports are only brief summaries of the studies, the facts presented are sufficient for the purpose for which they are intended. The picture given of each occupation is based on first-hand study made with the vocational-guidance purpose in view, and the advantages and disadvantages of each are clearly and impartially presented. Examples of the method of treatment are given in the following excerpt from a report on the skilled trade of dental mechanic:

### THE DENTAL MECHANIC

#### PREPARATION

Since shops must have errand boys this job is the usual entrance to the trade for apprentices. The few boys who display the proper interest and ability in the work are allowed to try their hand at polishing and plaster work and from that go on gradually to other phases. It takes three to five years to become an expert in the general mechanics of the trade and a little longer for the specialties in gold and bridge work.

There is no standardization of work or wages for apprentices, and a good deal depends on the interest of the man for whom the boy is working. Placement for an apprenticeship should be made with care.

There is a feeling among the laboratory men that schools do not train successfully for this work. In the opinion of the dental profession the work at present is best learned in the laboratory by the actual doing of it, but it is hoped that appropriate courses and schools will be developed.

#### QUALIFICATION

Mechanical ability, especially deftness of fingers, is a prime essential. The boy must be fairly intelligent and he must have the patience to do careful work. Education through the grammar school is helpful but not considered essential. Some mechanics have found chemistry and metallurgy profitable.

The polishing of both metal and rubber creates dust. There are fumes from vulcanizer and soldering flame, so that those with weak or affected lungs had better stay away from this work.

Women might enter the trade, though almost none have done so in Philadelphia. A girl entering now would find herself the only woman in most shops. Some shops are open to colored boys and men.

#### ADVANTAGES

A trade of high skill developing individual ability.

Wages good and a chance for independence.

Only a small amount of capital needed to start an independent business.

No competition with the unskilled.

A new and fast-growing trade that promises much greater and more standardized development.

#### DISADVANTAGES

Very little standardization of the work in the shops or of that required of apprentices, as it is a comparatively new and developing industry.

A little overcrowded at present, as high wages stimulated the industry somewhat.

Apprentices must be very carefully placed.

Wages low at the beginning.

#### SPECIAL LOCAL CONDITIONS

A need was expressed for the development of definite and higher standards by the better mechanics in spite of the fact that the standards are generally

set by the dentists who have the work done for them. State regulation of the trade by examination has been suggested, as in the case of public health or medicine and dentistry itself.

Since the dental laboratory occupies but little space it can be located in the business district. Most shops are near Market Street between Eighth and Seventeenth Streets, though a few lie in West and North Philadelphia to be near a special dental clientele.<sup>22</sup>

In the spring of 1923 this phase of the vocational-guidance program was further developed when the White-Williams Foundation appointed a research secretary to work in cooperation with the junior employment service. The research secretary makes occupational studies and plans and supervises the occupational studies and visits to employers by certain other workers, such as the fellowship students training under the foundation, each of whom spends one month visiting places of employment; the staff of the junior employment service; and students from the Wharton School of Finance and Commerce, University of Pennsylvania, assigned to this work in connection with their courses. The present research secretary has had a number of years of experience as teacher and as social and industrial investigator. Forms for recording information obtained on visits to places of employment have been drafted and are prescribed for use in reports of all investigations made under the direction of the junior employment service. (See p. 250.) These reports are filed in the office of the research secretary alphabetically by industry. When an establishment representing an occupation or industry which has been specially studied is visited a supplementary report is made covering conditions in the establishment in greater detail than usual. By an arrangement between the junior employment service and two other agencies interested in the investigation of employment opportunities—the employment department of the Young Women's Christian Association and the Philadelphia Bureau of Occupations for Trained Women—an index card for each visit to a place of employment made by either of the two organizations is filed in the office of the junior employment service.

A four-page monograph<sup>23</sup> containing a summary of the 1920 census statistics of minors employed in Philadelphia has been prepared by the research secretary and has been issued as one of the series of monographs described on page 247.

A series of 30 or 40 page bulletins has also been begun of which two have appeared thus far: One on the watchmaking and repair trade, prepared by a university student and edited by the research secretary, and one on studio photography, by the research secretary.<sup>24</sup>

### SCHOLARSHIPS

Several Philadelphia high schools have scholarship funds administered by teachers or committees of teachers, but the most extensive and systematically organized scholarship program for school children in the city is administered by the White-Williams Foundation.

Up to the present time the greatest number of applicants for scholarships have been referred by social agencies, but the number of

<sup>22</sup> Woodruff, Ruth J.: *The Dental Mechanic*, pp. 3, 4, 5. The White-Williams Foundation cooperating with the Junior Employment Service, Philadelphia, 1923.

<sup>23</sup> Lane, May Rogers: *Junior and Juvenile Wage Earners in Philadelphia*. The White-Williams Foundation cooperating with the Junior Employment Service, Philadelphia, 1923.

<sup>24</sup> In 1924 two bulletins in this series were published: *The Working Children of Philadelphia* and *Electrical Studies of Philadelphia*.



Form used by the junior employment service in the investigation of establishments employing juniors; Philadelphia

FIRM:

ADDRESS		ESTABLISHED BUSINESS	
EMPLOYMENT MANAGER	PRODUCTS OR SERVICES	SUIT OR MANAGER	
EMPLOYEES: NUMBER	TELEPHONE NO.	MIN. AGE	
NATIONALITY PREDOMINANT	MALES	BOYS (14-16)	REFUSED
COLOR: NUMBER	OTHERS		
OCCUPATIONS			
HOURS: BEGIN	A.M. END	P.M. SAT. MAX. FORCE	P.M. NOON DULL MOS.
SEASON: BUSY MOS.		HR. DAILY MIN. FORCE	WEEKLY AVE. FORCE
VACATION WITH PAY		HOLIDAYS	NIGHT CLOSED
WELFARE: INSTRUCTION IN		ACCIDENT COMPENSATION	CASE RECORDS*
SICK BENEFIT			PROFIT SHARING
SHOP COMMITTEES*	UNIONS		SHOP OPEN
BUSINESS ORGANIZATIONS			
BUILDING:	STORIES, MATERIAL	STAIRS	ELEVATOR SERVICE
WORKROOMS: LIGHTING; WINDOWS	WALLS	MONITOR	ELECTRICITY
VENTILATION NATURAL		SPECIAL NOISE HUMIDITY	ENTRANCE EYE SHADES
HAZARDS: EXCESSIVE DUST	FUMES: ODORS	HEAT COLD	ROOMS*
FACILITIES: DRINKING	BELTS OR MACHINES	UNGUARDED—DANGEROUS	SANITARY
FLOORS		WASHING	ROOMS*
SAFETY: ADM. BY	FIRST AID	EXITS	SEATS
RED CROSS ROOM	FULLTIME DOCTOR	FIRE APPARATUS	HEALTH MEASURES*
REST ROOM	PERIODS	NURSE	RECORDS*
LUNCH ROOM	TABLES	CHAIRS	LIT
DRESSING ROOM: CLOAK LOCKERS	SEATS	COUNTER	WORKROOM
	RACKS	HOOKS	EAT IN DRESSING ROOM
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applications received directly from the schools through principals, teachers, the junior employment service, and the bureau of compulsory education has steadily increased. In determining whether or not a scholarship shall be granted the following requirements are made:

1. The applicant must be legally eligible to leave school for work. Applications will, however, be received for a child who is almost 14 where it is practically certain that he will have to leave school at 14 unless given aid.

2. The child should be of proved capacity for training, though not necessarily of exceptional mental ability. He should also possess to some degree qualities of personality and leadership.

3. It must be clearly demonstrated that in no other way than through scholarship aid can the family provide the further education which both they and the child strongly desire.

When a child is granted a scholarship he comes under the supervision of a scholarship counselor. She arranges for him to come to her office weekly or biweekly to receive his scholarship money, and talks over with him his personal problems, school progress, and plans for the future. Whenever it seems wise she visits the home to talk with his parents. In the words of one of the reports of the foundation:

As soon as a child is placed in her hands the counselor assumes the responsibility for his social and educational and vocational guidance. She uses the social-service exchange and consults with other agencies which may have known the family, especially the schools. Her aim is to secure for each scholarship child the "best possible chance to develop the best that is in him," either along the line of some special ability or in more general ways. To this end she assists him to plan "just the kind of education which he can use to most advantage." \* \* \*

We have made use of hospitals, settlements, and other agencies which might give us help in solving questions of health, recreation, etc. Individuals have assisted us greatly in special cases. \* \* \* The need for physical care has shown itself to so large an extent, even among our ablest children, that it has frequently been necessary to ask for the assistance of private doctors and public clinics.<sup>25</sup>

Although the scholarship is considered always an educational rather than a relief measure, the degree of financial need is ascertained through an inquiry into the family situation by the scholarship counselors, following methods and standards approved by the best relief agencies. Each applicant is given a mental examination. The final decision as to whether or not a scholarship should be awarded was formerly made by a "case committee," composed of representatives of each of the agencies interested, but at the present time the decision is made by the scholarship counselors and the supervisor of the department of counseling and training of the White-Williams Foundation. When a family-welfare agency is interested in the family, the agency and the foundation confer over the division of responsibility. The scholarship counselor is usually responsible for everything relating directly to the child, and the family-agency worker confines her attention to the adjustment of problems relating to other members of the family or to the family group as a whole.

<sup>25</sup> The White-Williams Foundation—One Hundred and Twentieth Annual Report, for the period ending Aug. 31, 1920, pp. 52-53. Philadelphia.



Scholarships are granted for the current year but may be renewed from year to year until a selected course is completed. The amount of the scholarship has ranged from \$1.50 to \$8 a week, depending upon the need. The average scholarship is \$5 a week, or \$200 for the school year of 40 weeks. The great majority of scholarships are granted to enable children to attend high school, particularly those who through the cooperation of their parents may be enabled to complete a high-school course. Scholarships have been given also to enable pupils to complete the grammar-school course; to undertake trade or industrial courses; to study in private commercial schools or in colleges; and in several instances, where family conditions made it impossible or undesirable for a child to stay at home, to enable him to attend a boarding school.

The selection of the course to be followed is based upon the wishes and aptitudes of the child and his capacity as revealed by the results of the mental test. The continuation of scholarship grants is made conditional upon satisfactory school progress and the cooperation of the child and his family in maintaining proper standards of health and conduct. Records of school work are carefully watched.

Report blanks providing space not only for numerical marks but for general comments of the teachers of the different subjects are sent to the school at the regular periods when school reports are issued, and the reports received from the teachers prove of great help in supervising the child's work. When special need arises the counselor visits the school in order to confer with the child's teachers.<sup>26</sup>

When the scholarship is discontinued, the scholarship counselor continues to keep in touch with the child until certain that he no longer needs assistance. Through the junior employment service he is often aided in obtaining suitable employment. A "White-Williams Scholarship Alumni Association" composed of former recipients of scholarships has been founded, members of which hold monthly evening meetings. One thought underlying the formation of this association is that the members by continuing association with the foundation may be interested in making what contribution they can toward a permanent fund, so that an increasing number of children may profit by such aid as they themselves have received. It is explained to a child when he receives a scholarship that although it is not a loan to be repaid at any definite time, the foundation hopes that when able he will make a contribution to the scholarship fund.

Part of the work of the scholarship counselors has been to obtain part-time employment for children through the junior employment service, to enable them to remain in school. In this way they assist children who do not receive scholarships as well as some of those who do.

## THE SCHOOL ORGANIZATION AND CURRICULUM IN RELATION TO GUIDANCE

### ELEMENTARY SCHOOLS

The course of study in civics prescribed for the elementary schools provides the child with unusual opportunities for acquiring knowl-

<sup>26</sup> The White-Williams Foundation, Scholarship Division—Information and General Policies Regarding Scholarships, February, 1923.

edge of the occupational world about him and its relations to community welfare. The extent to which the course actually furnishes such information depends on the initiative and previous training of the teacher.

In the third, fourth, and fifth grades various groups of workers are studied as a means of developing in the minds of the children the ideas of "service, dependence, interdependence, and reciprocal duties."<sup>27</sup> Among these are workers supplying the community with food, clothing, shelter, and fuel; those in municipal service, such as policeman, fireman, postman, and street cleaner; and those rendering service to the community in the school playground, public library, etc.

The aim of the course in the sixth grade is more directly vocational.

In the sixth grade the emphasis is on the industries of the city and the industrial life of its citizens. The distinctive aims of the work in the sixth grade are three: First, to develop in the child a proper pride in his city because of the important part which it plays in the industrial world; second, to give him information which will help him to select wisely an occupation; and third, to bring him to see the desirability of continuing his education as long as possible so that he may become a more intelligent worker and a better citizen. \* \* \*

An intensive study of any industry or any occupation is not intended. The fundamental purpose of the work of this grade is not the acquirement of detailed information concerning particular industries or occupations but rather the acquirement of a point of view which by developing the aims already stated will make for good citizenship.

\* \* \* \* \*

In the study of an industry a visit by the class to the plant being considered is the ideal method. When this is not feasible visits may be made by individuals and reports of the visit given. Pictures, stories, and descriptive material should be used to supplement the work. The use of the lantern will be valuable. The method in the class should be largely conversational, the children being encouraged to do the talking.

\* \* \* \* \*

The child who goes into industry should do so with his eyes open. The blind-alley occupations should be treated in such a manner as to cause him to see how undesirable they are. No worthy trade should be treated disparagingly. The effort should be so to treat each topic that the child will see how much to his advantage it will be to fit himself for the vocation in which he will be happiest and able to render the best service.

\* \* \* \* \*

The topics Conditions of work and Ethics in business play a twofold part in the work: First, as they are seen in part in the study of the various occupations; second, as separate topics when they are treated at the end of the grade work. Particular care must be taken in the treatment of the subjects under Conditions of work. It is not intended that the labor laws, as such, be studied. Emphasis should be placed on the idea of safety for the worker. The laws should be treated only in so far as they tend to make for the development of the aims of the grade work. Especial care must be taken that the material is not presented in such a way as to make children want to leave school and go to work.<sup>28</sup>

The following are outlines of the courses for the two semesters of the sixth grade:

<sup>27</sup> The Course of Study in Civics, Grades One to Six, for the Public Schools of Philadelphia, p. 21. Authorized by the board of public education, July 11, 1916. Philadelphia, 1918.

<sup>28</sup> Ibid., pp. 45, 48-49.



## 6A

## I. Approach:

This should take the form of a discussion about work and workers familiar to the children, the purpose being to arouse an interest in the industrial life of Philadelphia and to make clear the difference between an industry and an occupation.

## II. Industries for which Philadelphia is noted:

The manufacture of locomotives.

Shipbuilding.

The manufacture of cars.

The manufacture of hardware: Tools, farm implements, locks, household utensils, etc.

Publishing of books and periodicals.

Iron and steel works.

Bridge building.

The manufacture of textiles: Woolen and worsted goods; hosiery and knit goods; carpets and rugs; cotton goods; silk and silk goods; lace, etc.; dyeing and finishing textiles.

The manufacture of clothing, including hats and shoes.

The manufacture of paints.

The manufacture of leather goods.

The manufacture of drugs and chemicals.

The manufacture of confectionery.

The manufacture of soap.

Refining of sugar.

Refining of oil.

## 6B

## III. Approach:

The treatment of this topic should be similar to the treatment of the approach to 6A grade but should also deal with the need of choosing eventually an occupation and the service to be rendered to the community by useful work.

## IV. Occupations:

**Industrial:** Carpentry; bricklaying; masonry; painting; paperhanging; plumbing; cabinetmaking; machinist's trade; sheet-metal work; foundry work; electrical work; printing; garment work; dress-making; millinery; paper-box making; bookbinding; boot and shoe making; laundry work; jeweler's trade; mill and factory work.

**Commercial:** Salesmanship; telephone operating; stenography and general clerical work; advertising; real estate; banking and insurance; office and messenger service.

**Professional:** Architecture; law; medicine; dentistry; art; education; social service; journalism; nursing; librarianism; chemistry; pharmacy; engineering; ministry.

**Miscellaneous:** Farming (including truck farming, poultry raising, horticulture, floriculture, apiculture); the Army and Navy; civil service; domestic service.

**NOTE.**—In the study of occupations frequent reference should be made to the industries. It should be shown, for instance, that a shipbuilding plant gives employment in a number of occupations. For the various kinds of mill and factory work reference can be made to the industries. In general, the choice of occupations for study is to be made by principal and teacher.

## V. Conditions of work:

Compulsory education.

Employment certificates.

How workers are protected.

Continuation schools.

## VI. Ethics in business:

Keeping a position.

How to advance.

Courtesy in work.

Fitting in with other people.<sup>29</sup>

<sup>29</sup> The Course of Study in Civics, Grades One to Six, for the Public Schools of Philadelphia, pp. 46-47. Authorized by the board of public education, July 11, 1916. Philadelphia, 1918.

Instruction on social and industrial organization is continued in the seventh and eighth grades and includes a study of such phases of elementary economics as the agencies of communication and transportation and the meaning and use of wealth.

Vocational information is given also in an industrial-arts course in the fifth and sixth grades. Because of the inadequacy of shop space and teachers, the course reaches only about one-half the boys of these grades. It is not open to girls, though of the industries prescribed for study several employ a larger proportion of female than of male wage earners. The only practical work for girls in these grades consists of 90 minutes of sewing a week. Shopwork for boys in the industrial-arts course is divided among woodworking (one-half term), textiles (one-fourth term), and bookbinding (one-fourth term), and is supplemented by visits to industrial plants and workshops and by lectures on industrial subjects. The aim and method of the course are indicated in the following quotations:

\* \* \* To give the pupil a sense of contact with workers of many types; to gain some of their knowledge of the peculiarities and the manipulation of various materials; and to enter into the experiences of such workers as the carpenter, the bookbinder, the weaver, the dyer, the potter, the metal smith, etc., thus gaining as wide industrial information and as valuable experience as possible and the preparation for a better understanding of their fellow men.

Five typical lines of industrial work have been selected, around which to group the handwork activities and their related subject matter; viz., textiles, wood, paper, metal, clay, and their allied industries. Each teacher of industrial arts in the fifth and sixth grades submits a list to the supervisor containing representative industries in the vicinity of the school.

In addition to the shopwork of grades 5 and 6, supplementary instruction is given in the form of shop visits and illustrated talks. The teachers of fifth-grade industrial arts supplement the handwork by lantern-slide exhibitions and visits to neighborhood industries. Each fifth-grade teacher is said to make two and sometimes three industrial visits each year. In grade 6 all pupils visit the Commercial Museum for an industrial lecture. Pupils in this grade also made visits to mills outside of the district at least twice during each year and sometimes more.<sup>30</sup>

The shopwork for boys of the seventh and eighth grades fails to give prevocational experience as varied as that of the fifth and sixth grades. It consists of two hours a week of woodworking and one hour of mechanical drawing or printing. Moreover, opportunities for work in print shops are limited to eight schools, serving about 2,396 boys. Girls in these grades receive instruction in cooking (two hours a week) and sewing (one hour a week).

Educational guidance is given to a limited extent in the last semester of the eighth grade by the distribution of a bulletin<sup>31</sup> describing the opportunities for different kinds of training offered by the Philadelphia high schools. This bulletin stresses the fact that high-school training is becoming more and more indispensable to the boy or girl wishing to engage in occupations that offer opportunity for advancement. The curricula offered by the secondary schools of the city are outlined under the occupational groups for which they prepare. The bulletin is divided into the following principal sections: Why I should go to high school; the students'

<sup>30</sup> Report of the Survey of the Public Schools of Philadelphia by the Pennsylvania State Department of Public Instruction, Book III, pp. 190, 191. The Public Education and Child-Labor Association of Pennsylvania, Philadelphia, 1922.

<sup>31</sup> The Public High Schools of Philadelphia. Information for Eighth Grade Pupils. Board of Public Education, Philadelphia, April, 1923.



weekly schedule of studies; preparation for professional life; preparation for grade teaching in elementary schools; preparation for professional work in physical education; preparation for business life; preparation for home-economics work; preparation for nursing; preparation for art; preparation for music; preparation for trade; pupils without definite plans. Each eighth-grade student fills out a card indicating what high-school subjects he desires to study and stating whether his aim is to prepare for further education (college or normal-school) or for a vocation, the name of which he is expected to give. This card, when approved and signed by the pupil's parent, is sent to the high school which the pupil plans to enter and is used as a basis for assigning him to classes for the coming term. When promotions to high school have been determined the elementary schools send to the high schools a final list of students who will enter the ninth grade. Apparently these cards are not used to check up on children who drop out at the end of the eighth grade.

### JUNIOR HIGH SCHOOLS

The Philadelphia public schools are in process of reorganization on the 6-6-3 plan. Of 25 or more junior high schools which will be required for the city, eight have been opened—one in 1917, three in 1921, one in 1922, and three in 1923.<sup>32</sup> Two of these eight schools are housed with other grades. Four occupy buildings especially planned and constructed for junior high schools. In the fall of 1923, 26 per cent of the public-school population of the seventh, eighth, and ninth grades were in junior high schools.

The junior high school is departmentalized and provides for specialization in two or three courses in the two upper grades. All students are required to take a certain amount of handwork in their seventh and eighth years, and eighth and ninth grade students may elect commercial, homemaking, or shop and mechanical-drawing courses. The last half of the eighth grade is regarded as "try-out grade," and in at least one school all students in this grade are required to take four hours a week of shop or homemaking courses.

Promotions are by subject, except that pupils who have failed in three of the five major branches (English, mathematics, history, science, and foreign language) are required to repeat the work of the whole grade. Students failing in any of these major subjects are permitted to drop temporarily the special subjects—music, drawing, and the practical arts—and devote the time thus gained to remedying the failure in the major subjects. "Special-opportunity" or "restoration" classes for coaching pupils who have failed in one or two courses have been extensively developed in the junior high schools.

The function of the junior high school as an agency for the exploration of a pupil's special abilities and interests through practical tryout and guidance is definitely recognized by the school officials.

In each of the junior high schools in operation during the school year 1922-23, a "guidance period" conducted by the home-room teachers is a regular part of the weekly program. In the seventh

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<sup>32</sup> In the fall of 1924 four additional junior high schools were opened.

and eighth grades the period is devoted to "general guidance" or assistance in the selection of school courses; in the ninth grade more attention is given to the vocational aspect of guidance; and in at least one school the amount of time given to it is doubled. In another the following outline is in use:

I. Brief survey of the leading economic activities of Philadelphia as a background for the discussion of individual problems.

II. Questionnaire—Student vocation self-analysis.

Form used:

Name . Age . Grade.

(a) Inheritance.

1. Vocation of parents . Grandparents .
2. Has there been any particular line of vocation noticeable on either side?
3. Have any of your ancestors been gifted in any line?
4. Education of parents.
5. Can you see any indication of inherited tendency in your own life?

(b) Education.

1. Best study.
2. Poorest study.
3. Habits of study.
  - (a) Regular? Intermittent?
  - (b) Real desire to study?
  - (c) What would you rather do than study?

(c) Talent.

1. Have you a gift for music? Art? Design?
2. Are you skilled with your hands?
3. What can you do best?

(d) Health.

1. Have you lost much time from sickness?
2. List any illnesses you have had.
3. What vocations could you not enter?
4. Considering your physique, what type of vocation could you enter? Had better enter?

(e) Social efficiency.

1. Do you work harmoniously with others?
2. Are you a good leader? Ever been an officer in a club?
3. To what organizations do you belong?

(f) Vocational experience.

1. What positions have you held?
2. Does your experience point out for you any special line of work or study you ought to follow?

(g) Possible choice.

1. What would you like to do when you begin to earn your living?
2. Give your reasons for your choice.

III. Type study of a vocation (may be some vocation that many in the class have chosen).

(a) General description of the vocation.

(b) Character analysis \* \* \*.

(c) Methods of entrance.

(d) Opportunity offered by the vocation.

(e) Demand and supply.

IV. Individual investigation and reports on chosen vocation (group interest may be organized as committee work). Teacher may furnish a suggestive list.

(a) Follow general plan of type study above.

(b) Interview with some one in the vocation or a visit to an industrial plant—pamphlets.

(c) Government reports—local reports describing vocation and its opportunities.

1. Philadelphia Chamber of Commerce.
2. Department of Labor.
3. United States Census Bureau.

(d) Study of the biography of a person who has achieved success in the vocation.



- V. Study of Government reports on another field than the chosen one.
  - (a) Reports and discussion.
  - (b) Object is to broaden the viewpoint and gain understanding of work and workers.
- VI. Reports on entrance requirements to higher schools.
  - (a) Aim is to promote understanding of the importance of the senior high school as a preparatory step.
  - (b) Schools of technology; college; university; professional school.
- VII. Study of industrial legislation.
- VIII. Immediate individual problems.
  - (a) Choosing of course in the senior high school.
  - (b) Use of want ads.
  - (c) Use of employment bureaus.
  - (d) How to sell your labor to a prospective employer.

Visits to industrial and business firms are required in some schools and are optional in others. In one of the latter such visiting is usually done by a voluntary committee of the pupils, who make a report to the class. Pupils in the seventh and eighth grades in all junior high schools are required to devote three school hours a week to "social studies" and pupils in the ninth grade four hours. Vocational material is used in certain of the English courses, vocational topics are assigned for debates and dramatizations, and vocational and vocational-guidance programs are presented in assembly periods.

## SENIOR HIGH SCHOOLS

### The Course of Study.

Philadelphia has 12 high schools, of which 4 are for boys only, 5 are for girls only, and 3 located in outlying districts are coeducational. In addition to college-preparatory work, four-year courses in commercial work, mechanic arts, architectural and mechanical drafting, and electrical construction are offered. One of the boys' schools offers a somewhat wider opportunity for shopwork than the others and has a special trade annex in which students specializing in the mechanic arts are housed.<sup>33</sup> This department of the school accepts as students only graduates of the elementary schools, however, and offers only a four-year course leading to a diploma. Fourth-year students in this school are given an opportunity for actual work experience in an occupation related to their school course through a cooperative plan in which the junior employment service assists as the agency of placement and employment supervision. (See p. 241.) The plan provides for two weeks in school and two at work, two boys alternating in the same job.

No other trade instruction is offered boys in the Philadelphia public schools despite the fact that Philadelphia is one of the largest manufacturing cities of the world.<sup>34</sup> Opportunities for vocational training are provided for girls in trade courses in millinery, dress-making, and power-machine operating in the Girls' Trade School.

<sup>33</sup> Three other high schools now maintain industrial or trade courses in cabinetmaking, carpentry, patternmaking, machine construction, electrical construction, and architectural and mechanical drafting, the object of which is to prepare boys to enter a trade "with prospects of early promotion to the ranks of minor executives." All these follow the cooperative plan in the fourth year. (See Report for the Year Ending June 30, 1924, Board of Public Education, Division of Industrial Arts, Philadelphia.)

<sup>34</sup> In 1924-25 a course in printing and linotype operating was organized in one of the boys' continuation schools for continuation-school pupils, apprentices in the printing trade, and evening-school students. A part-time class for apprentice plasterers, supported by employers and the union, lasting half a day, was conducted weekly at one of the high schools.

The latter admits pupils of 14 years of age and over from above the sixth grade. Half time is devoted to practical work in conformity with the requirement for Federal aid for day schools preparing directly for work in the trades. (See p. 5.) The length of the power-machine operating and millinery courses is about one year, and of the dressmaking course about two years. Three-month intensive courses, in which 75 per cent of the time is spent in trade practice, are offered to girls over 16 years of age. In September, 1923, the Dalton plan of instruction was introduced in the school, enabling each pupil to progress in accordance with her individual abilities.

#### **Courses in Vocational Information.**

Most of the senior high schools offer an elective course in vocational information or vocational civics to ninth-grade pupils. Not all students in these schools are reached by the course, but one school reports that pupils not electing it comprise only 2 per cent of the student body. Most of the teachers are in the history and civics department.

The course varies considerably from school to school. Although an outline for a course in vocational civics was at one time drafted by a voluntary committee of high-school teachers of civics and informally adopted by all the girls' high schools, it was never made a part of the official curriculum, and at the present time an outline is in use in only a few of the schools, and the teachers no longer meet as they did formerly to discuss the method and content of the course.

The following accounts of the course in different schools indicate the variety of treatment:

In each of two girls' high schools where four hours a week are given to vocational civics the principal emphasis is on a detailed study of individual occupations. Each student is expected to study from 20 to 25 occupations a year. In both schools weekly addresses on some specific kind of employment are made by outside teachers or other visiting speakers. In one school these talks are given in one of the four regular class periods, and the three other class periods during the week are devoted chiefly to a discussion of the talk, which is written up by the students from notes. Consideration is also given such general topics as "Reasons for choosing an occupation," "Reasons for preparing for an occupation," and "Things to consider in choosing an occupation." No field work is required, and no assignments for outside reading are made, though a number of books are kept in the classrooms for reference. The content and method of the course depend upon the individual teacher. The chief aim is to draw out the girls on their special problems, including questions of ethics and morals. At the beginning of the term the girls fill in questionnaires relating to their vocational ambitions. All girls whose answers present problems are interviewed by the teacher, and special problem cases are referred to the school counselor (see p. 233). In the other school an extra hour is allowed for the addresses of outsiders. These supplement rather than form the basis of regular classroom work, for which the teacher is provided with an outline. The pupils are expected, wherever possible,



to get their information about different occupations from interviews with persons engaged in the work. If this is not possible they are referred to books in the school library. No textbooks are used.

The course in "economic and vocational civics" given ninth-grade students in a third school, also a girls' high school, differs considerably in aim and content from the two that have been described. The class meets four times a week. One hour is given to current events; of the remaining time about two-thirds is given to a study of elementary economic problems and one-third to a study of vocations. For the more general part of the course an outline similar to that used in the ninth grade in the Pittsburgh junior high school is used (see pp. 285-287) and for the study of vocations an outline prepared by a committee of the State teachers association. When the study of vocations is begun each student fills in a brief questionnaire on her vocational interests, plans, and aptitudes. The first lessons, carried on by the project method, are devoted to a discussion of why it is desirable to choose one's life work early, why each student is interested in certain occupations, and how her course of study has helped her. Several chapters of a standard textbook on vocational civics are studied, and these form the basis of class discussion on the personal qualifications necessary for success in any line of work, such as reliability, originality, and executive ability; and a good deal of home work is done in connection with the course. Notebooks are kept containing compositions on a number of vocational-guidance topics, such as an account of an interview between a girl desiring a position and her prospective employer. The pupils also prepare plays on such subjects as choosing an occupation, posters illustrating vocational-guidance themes, drawings showing suitable and unsuitable clothes for a business girl, etc. Reference books are used, but as far as possible girls are asked to interview persons actually engaged in the different occupations studied. Visits to industrial plants and business houses are a regular part of the work.

In one of the boys' schools two classes of about 300 students each, one from the academic and one from manual-arts courses, meet once a week for an address by the head of the history department. Owing to the size of the classes little or no time can be given to classroom discussion, and no home work is required. An outline covering the following general topics is in use but is not strictly adhered to: The modern social organization with special reference to its economic activities, the importance of choosing one's occupation and preparing for it carefully, the kind of work for which the different high-school courses prepare, and the requirements and rewards of a selected list of occupations. Each of the boys is given a blank card on which he names the vocation he would like to follow and gives his reason. Only those occupations are discussed which the students indicate that they are likely to enter. No use is made of these cards by the school counselors. The course is not given to students selecting the commercial and industrial-arts courses. For the former a special course in local industries is given in the first year (see p. 14).

Another boys' high school offering a course in vocational civics uses a textbook and requires collateral reading. The outline of the course covers the following topics and assignments in the order given: The necessity for a careful choice of vocation; the elements of

a good vocation; visits to industrial plants; reasons for going to high school; a study of the high-school curriculum; making a program of high-school studies with the future vocation in mind; extra-curricula activities and their part in education; education after high school (including training open to wage earners); study and discussion of various occupations; the qualities necessary for success in any vocation; "life versus a living." An oral report on three different occupations and a comprehensive written report on a selected vocation are required of each student. At the end of the course the teacher holds a conference with each boy regarding his future vocation.

A coeducational high school offers a "vocational-guidance course" in which a standard textbook is used, and the members of the class are required to write to employers of high-school students, such as railroads, business houses, hospitals, for information regarding opportunities which they offer. The information collected in this way is discussed in class.

### SPECIAL CLASSES

In 1921 a division of special education under direction of a trained psychologist was established in the public-school system to plan and supervise all special-room work. More attempt has been made than formerly<sup>35</sup> to place pupils whose retardation is due to remediable causes in classes distinct from those to which children of subnormal mentality are assigned, and the program for special education has been extended and improved in a number of other ways.

Special classes are conducted for the following groups of pupils: The "backward," that is, those who because of mental defect or some other cause are retarded in their school work; those in need of special discipline; the crippled; the undernourished and tuberculous; pupils having uncorrectable defective vision and hearing; foreign-born children having need of special instruction in English; and children needing special training in speech improvement. No special classes have been established as yet for the totally blind or totally deaf; these children attend school at State institutions in the outskirts of the city.

The number of special classes of all kinds increased from 166 on January 1, 1921, to 262 on June 30, 1923, and the number of pupils in them increased from 3,451 to 5,555. The classes for "backward" children, who compose the greater number of the special-class pupils, increased from 104 to 155 in this period, and the number of children enrolled in these classes from 2,154 to 3,384.

### CONTINUATION SCHOOLS

All employed children between 14 and 16 years of age at work on employment certificates are required under the Pennsylvania child labor law to attend continuation school eight hours a week during the regular school term.<sup>36</sup> The compulsory continuation-school program became effective in Philadelphia in January, 1916.

<sup>35</sup> Report of the Survey of the Public Schools of Philadelphia by the Pennsylvania State Department of Public Instruction, Book XII, p. 14.

<sup>36</sup> Pennsylvania, Acts of 1915, P. L. 286.



The city's part-time program has been distinguished by decentralization of the continuation-school classes. In June, 1924, the 9,535 pupils enrolled in continuation classes were scattered in 19 different buildings as compared with 8 continuation schools in New York City and 5 in Chicago. Fifteen of the continuation classes were located in elementary schools and one in a high school. Each of these was under the immediate direction of the principal of the school in which it was located. Three continuation-school "centers," in which special organization and facilities adapted to the needs of continuation-school pupils had been developed, with classes graded on seventh-grade, eighth-grade, and high-school standards, cared for 69 per cent of the continuation-school pupils. The fact that in September, 1920, continuation schools were housed in 43 buildings, and only 47 per cent of the pupils were enrolled in continuation-school centers indicates the development of a more definitely centralized program during the last few years.<sup>37</sup>

The required academic subjects are arithmetic, civics, English, hygiene, industrial and commercial geography, and science. All continuation-school pupils are required to take vocational courses, which for boys consist of mechanical drawing, junior business practice, typewriting, electrical wiring, woodwork, and metal work.<sup>38</sup> Girls attending one continuation-school center are offered dressmaking, millinery, cooking, typewriting, and junior business practice in addition to courses in home management, but except in this center the only courses offered girls are cooking and sewing. Pupils are not required to choose courses related to their employment, and there seems to be little tendency to tie up the continuation-school work with the pupil's occupation.

The vocational-guidance function of the continuation school is beginning to be recognized in Philadelphia. Two of the centers have an "entry" class where the incoming pupil is aided in the selection of courses that best meet his needs. Since 1920-21 each of the centers has had a full-time coordinator who visits both parents and employers and acts as a counselor to pupils who have difficulty with their work or who desire advice. The regular teachers are not required to visit either the homes or the places of employment of their pupils, nor are they given time for this purpose.

## THE USE OF MENTAL TESTS AS A FACTOR IN GUIDANCE

Three agencies—the Bureau of Child Study, a private organization; the psychological clinic of the University of Pennsylvania; and the division of special education of the board of public education—offer facilities for mental testing. In addition, the division of medical inspection of the public schools examines children for exemption from school attendance.

The Bureau of Child Study concerns itself primarily with behavior problems. It is conducted by two social agencies of the city which deal especially with children, but it receives for study and

<sup>37</sup> Report of the Survey of the Public Schools of Philadelphia by the Pennsylvania State Department of Public Instruction, Book III, pp. 47, 48.

<sup>38</sup> A course in printing and linotype operating was offered in 1924-25. See note 34, page 258.

diagnosis children referred from many other sources. The psychological clinic of the University of Pennsylvania also examines many children who are referred to it because of suspected subnormality or because of psychopathic characteristics, but it makes a point of offering vocational, or, strictly speaking, educational counsel; for example, whether or not a child should attempt high-school work and what kind of course (academic, commercial, or industrial) he should follow. In 1922-23 nearly 300 children were sent to this clinic for educational or vocational advice. A try-out school is conducted by the clinic for children the reason for whose lack of success in their school program can not be determined by test results. "Leads" on aptitudes for general lines of work are watched for during the course of examination, though no specific tests for occupational fitness have been devised. The clinic has made a number of special studies; one, for example, made at the request of the junior employment service, was a comparison of the intelligence scores of a group of 200 continuation-school with those of 200 high-school students.

Psychological examining within the public schools is carried on by the division of special education. The staff responsible for the testing program consisted in 1923 of 11 persons, 3 of whom, known as "clinical supervisors," gave full time to mental testing and 1, part time. The director holds the degree of doctor of philosophy in psychology. All the supervisors have been teachers and have had previous training and experience in mental testing. The test used varies in individual cases, selection being made from the Stanford-Binet, Trabue completion for language, Witmer cylinders, memory span, Pintner-Paterson, Healy, Knox cubes, and a certain number of educational tests. No use of norms or standards is made in judging the intelligence of the performance. Emphasis is placed upon judging capacities and qualitative differences. The main interest centers about the selection of children for special rooms, and most of those examined are suspected mental defectives or "behavior cases," referred usually by school principals. The division gives tests, however, to applicants for scholarships and to other children who are referred for examination by the White-Williams Foundation. During the year 1922-23, 2,330 individual examinations were given. A summary of test results is sent by the division to the agency by which a child is referred but is not made generally available to teachers or others giving vocational or educational guidance.

Group tests have not been extensively used in the Philadelphia schools. The pupils in the second half of the eighth grade, or 8B, in all schools, all pupils in the first grade in 12 schools, and all pupils in all grades of one elementary school have been examined by groups. The Haggerty Delta No. 1 and the Detroit are the tests used for the primary pupils, and the National and Terman tests for the older ones. All group tests are given and scored by school principals, some of whom have had special training under the division of special education, or by teachers working under their direction. On the basis of the 8B testing classification into sections has been effected in three high schools, but test results are not used in directing pupils into different courses or as a basis for vocational advice. In one of the girls' high schools a teacher who has had training in psychological work gives mental tests to students who



are failing in their studies. Neither the school counselors nor the placement office makes much use of the results of mental tests.

Psychological examinations as a part of the school program have been undertaken too recently to afford data for a fair estimate of their value. The chief interest of the director of the division of special education seems to be in providing more adequate methods of classifying children who have difficulty with the regular school program, and more effective ways of teaching them, rather than attempting to determine the particular capacities of all pupils with the object of directing them into the course of study which will give them the best opportunity to develop.

## SUMMARY

The public-school system and a private philanthropic agency, the White-Williams Foundation, working in cooperation with the schools, are responsible for vocational-guidance activities in Philadelphia. The situation is characterized by recent changes, which are still in progress, in the entire school program, including activities relating to vocational guidance.

Vocational-guidance activities initiated within the schools are as yet uncentralized and consist chiefly of a counseling program in the junior and senior high schools, where teachers have been appointed as counselors, and the giving of vocational information in connection with civics courses in both the elementary and the high schools. Since the spring of 1923, however, a committee of school officials appointed by the superintendent has been at work with a committee from the White-Williams Foundation planning a program of vocational and educational guidance to be tried out in all the high schools with the cooperation of the principals.

White-Williams Foundation counselors have been assigned to a limited number of elementary and junior and senior high schools. Counseling within these schools is primarily concerned with personal and family readjustment, and the work of the counselor resembles more closely that of the visiting teacher than of the vocational or educational counselor in most cities. The duties of the counselor, especially in the upper elementary grades and the high schools, however, include the giving of educational and vocational advice and guidance. The counselors are full-time workers with experience in teaching and in social case work.

Courses for teachers and for the training of school counselors, carried on by the foundation in cooperation with the Pennsylvania School of Social and Health Work, have come to be an important feature of the program of the White-Williams Foundation.

A junior employment service, which combines the work of employment-certificate issuance and placement, is conducted by the board of public education. Noteworthy features resulting from the recent consolidation of these two activities are the interviewing by a trained vocational counselor of each applicant for a work permit and the development of a system of district offices for both certificate issuance and placement. A special research secretary on the staff of the central office initiates and directs occupational studies, and a number of monographs on occupations open to young persons in Phila-

delphia have been issued. Another recent activity of special significance is the placement and supervision by the service of high-school boys working on a cooperative part-time basis.

A junior high school system with a definitely vocational-guidance aim is in process of organization and promises a curriculum better adapted to individual abilities and interests than the course of study in the public schools has provided up to the present time. In spite of the industrial importance of Philadelphia, no trade courses for boys are offered by the public day schools, though there is a trade school for girls.<sup>39</sup> The high schools offer no definitely vocational or prevocational training except in commercial subjects. The training given by the continuation schools also is chiefly academic in character, though more vocational work is gradually being introduced.

Although provision for mental testing is limited and the use of tests as a basis for the classification of students is but little developed, work along these lines is rapidly progressing.

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<sup>39</sup> See p. 258, foot notes 33 and 34.





## PITTSBURGH

### HISTORY OF THE VOCATIONAL-GUIDANCE MOVEMENT

In 1913 the Pittsburgh Board of Education established a department of vocational guidance, which had as its chief problem the devising of some means for supervising the large group of children who went to work as soon as the law allowed. Under the stimulus of this department a voluntary continuation-school program was developed. When the Pennsylvania compulsory continuation-school law became operative in Pittsburgh in January, 1916, the department of vocational guidance ceased to exist as a department, its work having been absorbed by the continuation schools.

The status of the vocational-guidance program at this period is thus summarized by the director of the Pittsburgh continuation schools in his annual report for the year ended December 31, 1916:

During the year 1916 vocational guidance in Pittsburgh public schools passed into the second stage of its development. In that period there were started in various centers in the city movements that indicated that vocational guidance had ceased to be thought of as a psychological "trick" but rather was being considered as a very necessary, practical, and integral part of the day's work in school. When the department of vocational guidance was first organized it was immediately recognized by those in charge that the matter of guidance is not an objective process; i. e., that no known method of psychological tests nor of phrenological analyses could be safely used to determine for a child that occupation which he should make his life work. Vocational guidance is rather to be thought of as that arrangement of the school course of study and the experience of the child which will result in the choice by the child, after consultation with parents and teachers, of that vocation for which he is best fitted. It is a school process that is coextensive with the school life of the child. It becomes a conscious process, in so far as the pupil is concerned, at about the junior high school age. It continues through the high school and in fact stops only when growth ceases. \* \* \*

\* \* \* It is impossible to do more here than briefly mention some of the things that the schools are doing along these lines.

#### *Perry School (grade)*

Beginning with the sixth grade discussions of life career motives, of personal aptitude, and of requirements of various vocations, are regularly scheduled and made a part of the English work in this school. At parent-teachers' meetings these are the main topics of discussion. More intelligent selection by the pupils of courses in high school seems to result from this.

#### *Latimer School (junior high)*

\* \* \* It is planned to have represented in the junior high school those industries and commercial and household economic occupations which are constants in Pittsburgh and its immediate vicinity, and which offer a living wage and good working conditions. An opportunity is thus offered to the pupil to discover whether the thing he would like to do is the one he is really able to do.

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#### *Continuation Schools*

Here, again, as in the junior high and industrial schools, the "supervised tryout" is the dominating feature of the arrangement of the vocational portion of the course of study. \* \* \*



*Peabody and Schenley High Schools (senior high schools)*

At each of these schools one of the instructors is especially detailed to devote his time to the work of vocational guidance. Self-analysis of the pupils, studies of industries, occupations, and professions, interviews with the director concerning colleges to be chosen and courses to be pursued in high school, talks by successful business and professional men and women are only a few of the activities in these two high schools. Peabody High School has had signal success in its placement of graduates.<sup>1</sup>

In 1917 a separate department was again organized to carry out the program for vocational guidance, and the principal of one of the high schools was appointed its director. This department had at first two main objects—providing vocational advice for children applying for work certificates through the establishment of a placement office and developing a program of educational and vocational counseling in the high schools. Although this placement office frequently served young persons over 16 years of age, most of its work was done with those between 14 and 16. The next important development was to establish in 1919 a placement office to serve the older group especially. This office was established by the junior division of the United States Employment Service and was administered in cooperation with the vocational-guidance activities of the public-school system under the immediate supervision of the associate superintendent of schools in charge of vocational education and guidance. In the spring of 1922 the board of education assumed the major part of the financial support of the placement office, which, however, continued to operate as a joint office of the board of education and the junior division of the United States Employment Service.

## ORGANIZATION AND ACTIVITIES OF THE DEPARTMENT OF VOCATIONAL GUIDANCE<sup>1a</sup>

### ORGANIZATION

The vocational-guidance program of the Pittsburgh public schools as at present organized falls into three main divisions: (1) Educational and vocational guidance within the schools; (2) research; (3) placement.

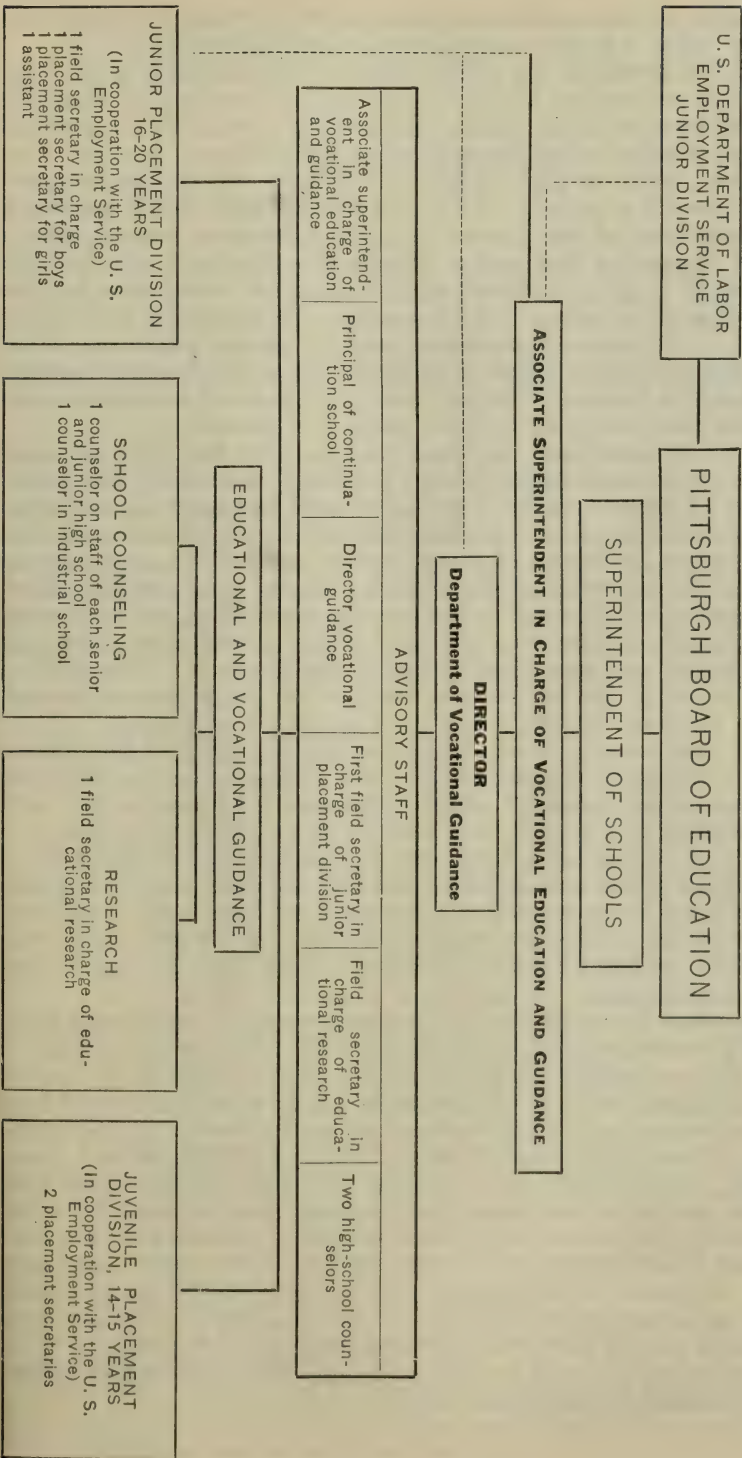
Educational and vocational guidance is carried on by the department of vocational guidance through a staff of high-school counselors. A beginning has also been made by the department in the field of research, so far chiefly in connection with the problems of educational guidance and high-school withdrawals. As is shown by the chart on page 269 the placement work of the department is handled by two separate offices, one for children between 14 and 16 years of age and one for young persons between 16 and 21, both of which are conducted by the public schools in cooperation with the United States Employment Service. The placement office for children under 16 is in the continuation school, where are located also the employment-certificate office and the office of the director of the department of vocational guidance; the junior placement office is in an office building in the center of the business district;

<sup>1</sup> Fifth Annual Report of the Board of Public Education, Pittsburgh, Pa., 1916, pp. 81-83.

<sup>1a</sup> For the school year 1923-24 unless otherwise indicated.

# PLAN OF ORGANIZATION

## DEPARTMENT OF VOCATIONAL GUIDANCE, PUBLIC SCHOOLS, PITTSBURGH, PA. 1923-24





and the office of the associate superintendent in charge of the junior placement office is in the rooms of the board of education.

The staff responsible for the activities of the department of vocational guidance consists of the associate superintendent of schools in charge of vocational education and guidance, who also represents and is responsible to the United States Employment Service in its cooperative work in placement; the director of the department, who has general oversight of all department activities; a secretary, also an appointee of the United States Employment Service, who is in direct charge of the junior placement office and who has the assistance of 3 other secretaries; 2 placement secretaries for the juvenile placement office; 1 field secretary in charge of research in problems of educational guidance; and 14 school counselors, 1 for each of the 13 junior, senior, and junior-senior high schools, and 1 for the Ralston Industrial School (see p. 291), all of whom are members of the teaching staff of their respective schools.

In order to coordinate as closely as possible the two principal activities of the vocational-guidance program—counseling and placement—an advisory vocational-guidance staff has been appointed by the superintendent of schools consisting of the associate superintendent of schools in charge of vocational education and guidance, the director of the department, the principal of the continuation school, the secretary in charge of the junior placement office, the field secretary in charge of research, and two of the school counselors, one from a senior and one from a junior high school. This staff in practice serves as an advisory committee for the entire vocational-guidance program though it has no administrative powers.

Another important means of coordinating the work of the department is a biweekly departmental meeting conducted for informal conference on problems of common interest. Approximately half these meetings are held in the central administration building of the board of education, but the rest are held at one or the other of the placement offices and in individual high schools, thus giving each member of the department an opportunity to observe the conditions under which his colleagues work. Members of the staff meet with and address groups of school principals from time to time on the subject of their work.

The obvious disadvantage to the department of vocational guidance of a part-time director is largely offset by the advantage of having the counseling program within the schools in its initial stages developed under the direction of a man who has himself been for many years a member of the teaching staff and who has the added prestige of being principal of an important high school and therefore fully cognizant of the problems of school organization both from the teacher's and from the administrator's point of view. Undoubtedly the fact of such leadership has done much to win over individual school principals to the support of the school-counselor system. In general it may be said that the department has succeeded in arousing a very general interest and sympathetic cooperation in its program among the principals and teachers of the city.

The following was the amount expended for vocational-guidance purposes during the fiscal year 1923:

Junior employment office-----	<sup>2</sup> \$12, 753
Juvenile employment office-----	<sup>3</sup> 3, 580
Extra salary to director of department-----	500
Extra salaries to school counselors-----	<sup>4</sup> 4, 200
Total-----	21, 033

### SCHOOL COUNSELING

#### Junior and Senior High Schools.

Each junior and senior high school has a counselor chosen from the regular teaching staff of the school and regularly appointed to the position by the superintendent of schools and elected by the board of education. No special training in school counseling has been required, personal qualifications having been given paramount weight. It is of interest to note that the counselors have been drawn from almost every department of the high school. Although the principal's interest determines the amount of time allowed the counselor for his work an executive order has been issued by the superintendent of schools that no principal shall allow administrative difficulties to interfere with the work of the counselor. At least two periods a day and in three schools practically the entire time of the counselor is given to the vocational-guidance work.

Some idea of the principles of the Pittsburgh school counseling system may be obtained from the following program planned by the vocational-guidance department and given to principals and school counselors as an official statement of the minimum requirements of the counselor's task:

For junior high school counselors.

#### A. Prospective junior high school pupils.

1. Group conferences with regularly scheduled classes in elementary schools for a discussion of the value of the high school and its importance in assisting in the realization of individual plans.

#### B. Junior high school pupils.

1. 7B:<sup>5</sup> Group visitations by regularly scheduled classes to high-school departments other than those with which the pupils come in contact, for the purpose of developing an appreciation of the opportunities offered by the high school. Group conferences with regularly scheduled classes for the discussion of vocational aims and the filling out blank form V. G. 1.
2. 7A: Group conferences with regularly scheduled classes for explanation of courses open to 8B students and discussion of the aims of the various courses. Conferences with individual students for the determination of 8B schedules.
3. 8B: Group conferences with regularly scheduled classes for the discussion of the significance of subjects pursued in various courses. Conferences on blank form V. G. 1 for possible changes.
4. 8A: Group conferences with regularly scheduled classes for the discussion of the value of further education. Individual conferences on courses and electives for ninth-year programs.
5. 9B: Group conferences with regularly scheduled classes for the discussion of the importance of vocational aims in planning a high-school program. Discussion of blank form V. G. 1. Changes indicated.
6. 9A: As in senior high school program.

<sup>2</sup> This item includes rent, telephone, and salaries, exclusive of the amount contributed by the United States Employment Service.

<sup>3</sup> This item includes telephone and salaries.

<sup>4</sup> Each school counselor is paid \$300 per annum in addition to his regular salary as teacher. The range of regular salaries for high-school teachers in Pittsburgh is as follows: Junior high school, \$1,800 to \$2,800 per annum; senior high school, \$1,800 to \$3,200 per annum.

<sup>5</sup> "B" refers to the first semester of each school year.



For senior high school counselors.

**A. Prospective senior high school pupils.**

It shall be the duty of the counselor to meet with all prospective incoming pupils twice before they enter high school. When possible one of these meetings should be so planned that parents may be present when the different courses are explained. It shall be the duty of the counselor at this meeting to stress—

- (a) The need of training beyond the elementary school.
- (b) What the Pittsburgh public schools have to offer beyond elementary school.
- (c) Explain the courses offered in the high school and where they are intended to lead.
- (d) Explain how the home and school can cooperate for the best interests of the pupil.
- (e) State requirements for place on honor roll or membership in honor society.

It shall also be the duty of the counselor at one of these meetings to advise with all prospective pupils regarding their individual programs of studies.

**B. Senior high school pupils.**

**9B:** It shall be the duty of the counselor to meet all 9B pupils in regularly scheduled classes or groups during the early part of the semester. At this meeting, blank form V. G. 1 will be explained by the counselor and filled out by the pupils. This meeting will offer opportunity for emphasizing the need of vocational information, for encouraging a study of the vocations, and for urging a thorough preparation of school tasks. The counselor should also explain his function in the school.

**9A.** An inspirational explanatory talk to all 9A pupils in regularly scheduled groups or classes. At this meeting the counselor should undertake to explain (1) the kind of credits required for graduation from each course offered in high school, (2) the requirements for definite college courses and the necessity of the pupils' making early application to the college, (3) the opportunity that comes to pupils who do high-grade work throughout their entire high-school course to participate, on graduation, in the award of scholarships as are offered by many colleges, and (4) the requirements for entering vocational life on leaving high school.

This conference should prepare pupils to fill out blank form V. G. 14, \* \* \*, at a meeting to be arranged by the counselor or later in the semester. This meeting may well be held with the respective report groups. The attention of 9A pupils should be called to the vocational possibilities of Pittsburgh and the work of the public-school employment offices.

**10B.** The counselor shall meet all 10B pupils in regularly scheduled groups when special emphasis shall be laid on Pittsburgh industrial life and the kind of opportunities offered young people trained and untrained.

**10A.** The counselor shall meet all 10A pupils in regularly scheduled classes or groups where he shall undertake to show the value of the last two years of high school. The opportunities of other educational media than the high schools should be explained to them but only by way of comparison as to the opportunities offered. These other schools should include the public evening high schools, correspondence schools, private business schools, and other special schools of similar character.

**11B.** The counselor should meet with all 11B pupils in class or other special groups in order that a review may be made of the best use of electives. This should be done during the first two weeks of the semester so that any necessary schedule changes may be made.

**11A.** There should be individual conferences with all 11A pupils during this semester. Such a conference should make certain that every pupil's program is complete to date and that there

is a proper understanding of what is to be accomplished during the senior year, both as to immediate vocational aims and college-entrance requirements.

- 12B. A short talk to groups or special classes, setting forth the purposes of the local placement offices, should be given.
- 12A. The counselor should meet all pupils of this group personally who may need his services in arranging for college entrance or for any other purposes. He should also arrange a meeting at which representatives of the placement offices may be given an opportunity to explain what can be done for those not going to college.\*

The predominating type of counseling is educational, though all counselors are expected to acquire and give out occupational information. A representative group of school counselors and placement workers is assisting in a series of studies of occupations now being made (see p. 278), and several school counselors are making a special effort both to increase their own knowledge of vocations and related subjects and to organize the distribution of vocational information among pupils. Talks are given in the counselor's own classroom, which in two schools have resulted in meetings of smaller groups interested in particular occupations.

Each school counselor works out the program best suited to his school within the limitations of time at his disposal. Although the procedure of counseling is by no means crystallized there is considerable uniformity. Each high-school counselor is held responsible for reaching all pupils in the elementary schools of his district before they graduate. Each term he visits the elementary schools that send pupils to the high school and outlines to the members of the graduating class the opportunities offered by the different junior and senior high schools and in detail the courses offered by the high school that he represents. Enrollment cards for the high school are distributed and are filled out by the children, who indicate on the card the high school they wish to attend and the course they wish to pursue. Often this visit has been preceded by the distribution of literature, which the children are expected to take home and talk over with their parents. The choice of courses as given on the enrollment cards is carefully checked by the counselor with the child's record which has been sent him from the elementary schools (see p. 275), and special interviews are arranged with children whose choices seem out of keeping with their ability. A comparison of the first semester's marks of pupils entering high school from parochial and suburban schools, who have selected their high school and course of study without the aid of a counselor, with the marks of the group receiving guidance was made in February, 1922, and showed that the percentage of failures and withdrawals was higher in the unguided group than in the guided group.

In one high school a further attempt, described in the following paragraphs, is made to interest elementary-school graduates in what the high school has to offer:

In one high school visiting days are arranged each semester for every one of the contributing elementary schools, at which time the members of the class which will enter the high school at the opening of the next semester are the guests of the high school and the counselor. These prospective students visit all the different departments at work and see the high school in action. Former

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\*Vocational-Guidance Bulletin, Pittsburgh Public Schools, 1922, pp. 26-27, 34-36.



pupils of the elementary school from which the visitors come act as guides, explaining the work of the classes and answering questions. Teachers also make a point of indicating the value and significance of the work observed.

When the visitors have finished their trip of observation the counselor has a conference with them, giving out the information sheets showing courses and subjects, explaining the courses, answering questions, giving advice. The pupils take the information sheets with them for discussion with parents and teachers.

When the pupils enter the senior high school the counselor continues the work which was begun in the grades by means of small group conferences. These group conferences give the counselor an opportunity to get on a more intimate footing with the pupils and eventually lead to individual conferences.<sup>1</sup>

With the exception of addresses to the graduating classes of the elementary schools and talks on vocational subjects to high-school groups most of the counseling is individual. Information about the pupil available to the counselor varies somewhat with the school. Every senior high-school counselor has on file an "intelligence and achievement record card" for all pupils, which shows the intelligence quotient found as a result of a group intelligence test (see p. 288) given in the eighth grade, the class marks received during the last two years of the elementary school, the teacher's estimate of ability and characteristics, and the results of educational tests. Supplementary to all these are marks received in high school. Since few counselors have time to make home visits, they possess only such facts about the individual family situation as may be learned through interviewing the child. In one or two schools supplementary questionnaires are used to supply further information on the choice of a career or success in school.

Probably no phase of guidance is more emphasized in the Pittsburgh schools than the discussion of advanced schools of training for special occupations and professions. In every school offering college-preparatory courses the counselor makes a point of discussing with students the choice of a college and college requirements. The counselor sees as a matter of routine all children withdrawing from high school, and the tendency is to consider seriously the problem of school losses. One of the counselors makes it her business to keep the child in school even if she has to rehabilitate the family to do so. The counselors invoke the aid of the attendance department in the case of all children under 16 attempting to leave school without the counselor's knowledge. Usually children under 16 who can not be persuaded to remain in school are referred immediately to the juvenile employment office, and those over 16 who are known to be leaving school for work are referred to the junior employment office. In some high schools, however, placements are still made by school counselors, especially for after-school work, and more frequently by counselors who are also teachers of commercial or technical subjects.

Although counselors are often able to give considerable help in the solution of disciplinary problems it is contrary to the policy of the department to hold them responsible for school discipline, as it is believed that such a course would make it less easy for students to approach them for educational and vocational advice. In a few schools all tardy pupils are referred to the counselors, not for discipline purposes but for the purpose of finding out the reason for

<sup>1</sup> Vocational-Guidance Bulletin, Pittsburgh Public Schools, 1922, p. 39.

the tardiness. Failing students and absentees, as well as pupils leaving school, are also followed up by some of the counselors. In this and similar ways they perform some of the duties usually assigned

*Face of cumulative record card used by counselors, Pittsburgh public schools*

PITTSBURGH  
PUBLIC  
SCHOOLS

# INTELLIGENCE AND ACHIEVEMENT RECORD CARD

DEPARTMENT OF  
RESEARCH AND  
MEASUREMENT

Date.....192.....

Date.....192.....

Intel.  
Test.....Form.....

MENTAL PROFILE		Name		Grade	Age	Yrs.		Mos
Test	Score							
1		School		Boy or Girl	Race			
2		Occupation		Nationality				
3		( )		Father				
4		( )		Mother				
5		Height..... ft. in.		Weight..... ( )		Defects.....		
6		Reading Test--Date.....		Rate.....		PR.....		
7		Writing Test--Date.....		Rate.....		PR.....		
8		Spelling Test--Date.....		Score.....		PR.....		
9		Arithmetical Reasoning--Date.....		Score.....		PR.....		
10		Fundamentals--Date.....		Score.....		PR.....		
Total		Going to High School?		Which one?				
Norm		Remarks:.....						
IB								
PR								
MA								
IQ								

[Actual size 6 by 4 inches]

to visiting teachers, including home visiting and the adjustment of family difficulties.

A system of uniform reporting to the department of interviews and placements, if any, by school counselors has recently been inaugurated. These records and other data are being carefully studied





ever, differs somewhat from that of the others in that the junior high school organization itself is especially devised for educational and vocational guidance. (See p. 290.)

That the work of counseling begins and ends with the regularly appointed school counselor is far from being the theory of the department of vocational guidance. In the words of one of the reports of the department:

\* \* \* Counseling is not a specific act which the vocational counselor is expected to perform. It is larger than the work of the counselor and involves the sympathetic cooperation of every member of the faculty. Teachers must come to see that the child is greater than the subject and that his general success in functioning as a member of society is of infinitely greater importance than the so-called standards of the school. Perhaps, after all, the most important responsibility of the counselor is to convince his fellow teachers of the essential righteousness of this proposition.<sup>a</sup>

Counseling in Pittsburgh has thus been systematized within the high schools. A definite but flexible procedure has emerged which results, first, in an organized effort to get elementary-school children into secondary schools and into the courses best adapted to the individual; second, in reaching a large number of failures, maladjustments, and withdrawals among high-school pupils; third, in an information service for prospective college students and for those who are going to work; fourth, in new understanding of the actual situation facing the school and new suggestions as to more adequate command of it.

#### Elementary Schools.

There are no counselors in the elementary schools. The most important part of the vocational-guidance program in the elementary schools up to the present time has been accomplished through the activities of the high-school counselors who, as was previously stated, visit the elementary schools of their districts and address and confer with members of the graduating classes. In addition, letters to the parents of children in the fifth, sixth, and seventh grades, prepared by the Pittsburgh Department of Vocational Guidance, are sent home from time to time, through the cooperation of the school principal, with the children's school reports. The purpose of these letters is to point out the value of continued education and of careful consideration in selecting a school course and a vocation, to give an explanation of the compulsory-attendance and child labor laws and of the methods of obtaining work permits, and in general to inform the parents of the kind of assistance the department of vocational guidance is ready to give. The department is strongly urging provision of greater facilities for guidance to pupils in the upper grades of the elementary schools.

#### RESEARCH

The department employs a field secretary as an adjunct to the educational counseling program whose entire time is given to research in such subjects as the causes of withdrawal, school failures, and misfits. Data from the counselors' reports on individual "drop outs" are analyzed currently, and home visits are made to ascer-

<sup>a</sup> Vocational-Guidance Bulletin, Pittsburgh Public Schools, 1922, p. 16.



tain causes of withdrawal when the cause is not reported. The importance of this problem is shown by the following table giving the number and distribution of pupils dropping out of the high-school grades during the second semester of 1920-21:

*Number and percentage of pupils of the various high-school grades withdrawing from school<sup>1</sup>*

High-school grade	Pupils enrolled in high schools		Pupils withdrawing from high schools	
	Number	Per cent distribution	Number	Per cent of high-school enrollment
Total.....	11,743	100.0	676	5.8
Ninth.....	4,903	42.0	348	7.1
Tenth.....	3,239	27.0	200	6.1
Eleventh.....	2,045	17.0	92	4.5
Twelfth.....	1,556	14.0	36	2.3

<sup>1</sup> Vocational-Guidance Bulletin, Pittsburgh Public Schools, (Pittsburgh, Pa.) 1922, p. 114.

A study of irregular attendance made by the secretary showed that 25 per cent of the absentees studied who stayed away from school three days or more soon dropped out of school altogether. To ascertain the causes of this large number of school withdrawals and of absentees and to furnish the information to counselors and teachers as an aid in devising means of cutting down the losses have been the principal tasks of the field secretary.

No organized research in the field of occupational information has yet been undertaken by the department. A representative number of its staff are members of a subcommittee of the industrial and public-school relations committee<sup>9</sup> of the Pittsburgh chapter of the American Management Association (formerly the National Association of Corporation Training), composed of representatives of the management of local industries and of the public schools, which is making a series of analyses of occupations to determine the kind and amount of educational training required for them. During the school year 1921-22 studies of 21 occupations<sup>10</sup> were undertaken by separate subcommittees of four or five persons each. Analyses of these vocations follow this general outline:

- (1) A definition of the occupation, including a brief summary of general facts concerning it.
- (2) Duties of those engaged in it.
- (3) Knowledge required about the industry in general and about the specific occupation in particular.
- (4) Educational requirements, with particular reference to education in the theoretical aspects of the occupation.

<sup>9</sup> This committee meets monthly to discuss common problems of training. (Committee on vocational analysis, industrial and public-school relations section, Pittsburgh chapter, National Association of Corporation Training (now American Management Association): Minutes of meeting, Dec. 9, 1921.)

<sup>10</sup> Machinist, electrician, carpenter, foundryman, draftsman, pattern maker, sheet-metal worker, printer, plumber, mason, structural-steel worker, stationary engineer, stenographer (to include typist), salesperson (both male and female), clerk (both male and female and to include office clerk only), auto mechanic (to include both driver and repairman), painter (to include house painter, sign painter, decorator, and glazier), baker, glass worker, barber (to include hairdresser, manicurist, and beauty-parlor specialist), messenger.

- (5) Educational requirements, with particular reference to that training which comes from practical experience.
- (6) Promotion possibilities.
- (7) Compensation. How does it compare with other vocations requiring about the same amount of education and experience?
- (8) Physical requirements.

## PLACEMENT

As was previously stated, two separate employment offices have developed under the auspices of the board of education. The juvenile employment office handles all cases of children between the ages of 14 and 16 years; that is, of work-certificate age. It is located in the same building as the Central Continuation School and the certifying office. The junior employment office, located in a down-town office building, handles all applicants between 16 and 21 years of age. Both are officially connected with the junior division of the United States Employment Service, which contributes a portion of the budget and blanks and forms. The officials in charge, under their Federal appointments (see p. 436), are permitted to use Government stationery and the Government frank in transacting the business of the office. In the beginning the Federal agency provided a larger proportion of the budget for the junior office than it does at present. Without this aid its establishment, at least at that particular time, would have been difficult, if not impossible. As the community has grown to realize the value of placement work the school board has increased its appropriation for it each year.

### The Juvenile Employment Office.

The juvenile employment office provides a placement service for children under 16 who are leaving school for work. Continuation-school children who are out of work register at the juvenile employment office and are summoned from the classroom as calls come in from employers. Other children are sometimes referred to the office by school counselors, teachers, and principals, not because they are definitely leaving school but because on the basis of experience placement workers are often able to disillusion the would-be wage earner as to his prospects. Its staff consists of two placement secretaries working under the general supervision of the director of the department of vocational guidance, who is also an officer of the junior division of the United States Employment Service.

According to a ruling of the Pittsburgh Board of Education, all children desiring to obtain employment certificates must first be interviewed at the juvenile employment office, primarily to ascertain their reasons for leaving school and to persuade them to return if a return seems advisable. In some cases of unsuccessful adjustment it may seem best for the child to attend some school other than the one that he has left. In deciding what is for the child's best interest the placement secretary is guided by a confidential report from the child's principal and by her own talk with the prospective wage earner. The method used is persuasion, as a certificate can not be refused to the child who can meet the legal requirements. Since most applicants already have positions (figures for the year November, 1921, to November, 1922, show a total of placements equal to somewhat less than half the number of children taking out first



working papers) it is possible to return to school only a small proportion. If wage earning seems the best solution and the child has not yet secured a position the placement secretary explains the process of getting a certificate and refers the unemployed child for a position, with a card of introduction and the "promise of employment" blank for the employer. If a child comes to the juvenile office from a retarded class or if he appears subnormal he is sent to the psychological clinic for examination before a decision is reached as to what is best for him to do.

A plan of work and school on a part-time basis has been developed by this office in its efforts to keep children in school as long as possible. Programs are arranged on a half-day or an alternate-week plan. Under the former plan some children carry the full high-school schedule condensed into a half day and work the other half day; for others a special schedule is arranged under which they attend as many classes as possible. The other plan provides for cooperative work; two boys or two girls, as the case may be, hold the same position and spend alternate weeks in school and at work. A special class for one of these groups engaged in commercial work is maintained at one of the regular high schools located near the business section of the city, and boys working in some trades may attend the regular classes in the Ralston Industrial School. (See p. 293). A few of these children attend the regular high-school classes, carrying a specially arranged schedule. The plan of arranging part-time programs has not as yet been very extensively used; its development is restricted by the difficulties of making unlimited adjustment of the school program and, even more, of finding satisfactory places for part-time workers. But it is, nevertheless, a significant development of the program of the vocational-guidance department.

In some cases scholarship donations are obtained by the placement workers to keep children in school. One of the social agencies in the city has raised money for this purpose from time to time, but no organized program for the collection and administration of scholarship funds has yet been developed in Pittsburgh. During the school year 1922-23 a committee of five members of the vocational-guidance staff was appointed by the director of the department of vocational guidance to study the subject of scholarships and to make recommendations regarding the organization of a scholarship fund in Pittsburgh.

Every employer sending in an "order," if not already known to the office, is investigated before a child is referred to him. The one exception is private families in which domestic helpers are placed. About half the boys are placed in factory work and the other half as messengers, office boys, and packers in manufacturing establishments. Approximately the same proportion of girls are placed in factory work; the rest become messengers, office aids, typists, and wrappers. One month after placement the office follows up the registrants by talking to employers over the telephone and to the children themselves at continuation school. Every three months another follow-up of the same sort is made. Thus contacts with the children are maintained and maladjustments corrected if possible.

### **The Junior Employment Office.**

The junior employment office of the department of vocational guidance, or, as it is commonly called, the public-school employment service, is under the general supervision of the associate superintendent of schools in charge of vocational education and guidance, who holds, under the junior division of the United States Employment Service, the title of superintendent of guidance and placement for Pittsburgh. Its staff consists of a secretary in charge of the office holding, also, under the United States Employment Service, the title of assistant superintendent of guidance and placement; two placement secretaries (a man for the boys' and a woman for the girls' department); and an assistant secretary. At times this office has had the aid of volunteer workers from the department of psychology of the Carnegie Institute of Technology. As is the case generally in this new field, the workers in this office have gained the greater part of their specific training in the positions themselves and through professional courses, taken subsequent to their appointment, at the Carnegie Institute of Technology. The secretary in charge of the office was previously a high-school counselor, and the other three workers were, respectively, a children's librarian, a clerk in the office of the United States Employment Service, and a coordinator in the rehabilitation work of the Veterans' Bureau. The office occupies quarters on the fourth floor of an office building. Although very desirable in location, they are crowded; the waiting room is small and the opportunity for an absolutely private interview is limited.

All the members of the staff assist in preparing educational and publicity material. Many follow-up letters are sent to registrants and to children leaving school, a bulletin for employers is issued every two weeks, and a series of educational bulletins for applicants and employers has been published. Summaries and analyses of the office records form the basis of occupational studies, and these, supplemented by printed information, have resulted in the preparation of charts on 110 occupations for use by the placement workers and the school counselors.

Effort is made to increase the clientele of the office. For the last three years the office has obtained a list of all pupils graduating from the public high schools and has sent a letter to each soliciting his or her registration. Similar letters are sent to others, including students dropping out of courses in the local colleges. The office, as a school department, seeks to place a constantly larger proportion of graduates and withdrawing students. Contact with employers is made by the work before mentioned with the chamber of commerce and the industrial and public-schools relations committee of the American Management Association, by addresses to groups of employers and employment managers, by personal visits to places of business, and by the biweekly "Employment Bulletin" sent to all employers registered with the office. This bulletin lists the applicants available for different kinds of work and tells their age, experience, and education and the wage or salary expected. It reduces to a minimum the solicitation of employers by telephone and keeps the work of the office continuously before them.



Close relations are maintained with all branches of the public-school system. Applicants under 16 and employers calling for children under 16 are referred to the juvenile employment office, and efforts are being made to dovetail more closely the work of the two employment offices. Cooperation between this office and all the schools is growing. All placements made by counselors in the high schools are cleared through this office, and employers' requests for applicants are often exchanged. New ways of interesting teachers, principals, and counselors in the central placement service are constantly sought.

Cooperation with agencies outside the public-school system is cordial. The parochial schools often send applicants. Both the State bureau of employment and the Young Women's Christian Association sometimes refer juniors from their offices. Certain private business schools have conferred with the staff regarding the demands of employers and turn over part of both their calls and their graduates to the office. Although intensive case work among registrants is not attempted occasional use is made of various social agencies in adjusting special cases.

Information about the registrant comes mainly as the result of a personal interview in the office, supplemented by a brief test of mental alertness. It is hoped that a means of obtaining the school records—that is, the intelligence and achievement record cards—as a part of the regular routine may be devised, but as yet they are forwarded by the schools only on request. School counselors occasionally send comment or suggestion about some particular child whom they are referring to the office. The intensive follow-up work does supplement, of course, all this formal information through the personal acquaintance of the junior and the placement secretary.

Informal performance or trade tests are administered to registrants for typing, stenographic, and trade positions. The results of the typing and stenographic tests are being charted in an attempt to work out a classification into degrees of skill. Registrants suspected of being mentally defective are sometimes referred to the psychological clinic for examination.

Supervision after placement is regular and extensive. Four steps are matters of routine: A post card is sent to each junior during the week of the placement inviting him to return for conference; the office is open until 8 o'clock once a week, in order to give working children opportunities for consultation, registration for better positions, and reports on placements; employers are reached by telephone or personal visit after every placement to ascertain whether or not the placement was a success; employers of typists and stenographers are asked to give them ratings according to a formula supplied by the placement office. In addition, registrants are often called in for conference, and registrants not placed are notified if they are specially fitted for positions. An invitation to come back at any time is extended to every registrant, and the return call of the junior who comes voluntarily to seek advice is considered a particularly valuable contact.

A constant effort is maintained to increase the occupational information of the staff. It is felt that more time is needed for visiting

Face of registration card, junior employment office of the department of vocational guidance, Pittsburgh public schools

PITTSBURGH  
PUBLIC  
SCHOOLS

VOCATIONAL  
GUIDANCE  
DEPARTMENT

## PERSONAL RECORD

NAME.....

Date.....

Address.....

Phone.....

Bero.....

Age..... yrs. Date of Birth .....

Height .....

ft. ....

in. ....

lbs. ....

Year left school .....

Religion .....

Nationality.....

Personal Appearance.....

Education .....

Study liked best.....

Reason for leaving school or last position.....

Special Training .....

Test in Special Training.....

Mental Test.....

Work Desired.....

Lowest Salary.....

Father's Occupation.....

Home Environment.....

Remarks: .....

### LAST THREE POSITIONS

NAME AND ADDRESS OF FIRM	EMPLOYERS NAME	KIND OF WORK	HOW LONG	WEEKLY WAGE
Remarks				

[Actual size 8 by 5 inches]



[illegible]

Remarks:

[Actual size 8 by 5 inches]

employing establishments than can be taken at present. A study of applicants placed by the bureau showed 42 occupations in which 777 girls were engaged and 49 occupations for 524 boys. Literature pertaining to educational and vocational opportunities in Pittsburgh is on file and is supplemented by information available to the office as part of the public-school system. When it seems practicable opportunities for further training are emphasized, and many registrants are persuaded to return to school or to enter upon some special course.

In the procedure of interviewing, reference to definite positions, verification of references, and record keeping there are certain details of special interest. Advice as to personal appearance is given when needed, and every junior referred is given a pamphlet containing directions on how to make a personal application to the employer. Each is also given a card to the employer in a sealed envelope, which contains facts about the applicant's education, experience, intelligence rating, etc. It is felt that employers are becoming interested in such information and regard it as a contribution in the selection of employees. The filing system is alphabetical by employers' names, and colored tags are used to indicate the occupations for which applicants are registered. Each placement secretary has an employers' file.

## OTHER VOCATIONAL-GUIDANCE ACTIVITIES IN THE SCHOOLS

### LECTURES AND COURSES GIVING VOCATIONAL INFORMATION

The interest in vocational guidance in Pittsburgh is not the result of a program imposed upon the school system from without, as is indicated by the extent to which instruction regarding vocational life and related subjects has been introduced in the school curriculum. In the junior high schools a required course in "social economics" is given in the ninth grade. This course, defined as "a study of vocations in their social significance and of the industrial, political, and social relationships which grow out of community membership," provides for much more than an analysis of the occupations and their requirements. It includes a study of the necessity and meaning of work, the industrial organization of the present-day community and its historical development, the most common kinds of work, their requirements and rewards. In addition, such related subjects as the distribution and use of profits of work, the causes of poverty and methods for its relief, the relation between capital and labor, and the relation of economic problems to international relations are presented in elementary form. Following is an outline of the course. It is given five times a week for 40 weeks.

#### *SOCIAL ECONOMICS, NINTH GRADE*

A STUDY OF VOCATIONS IN THEIR SOCIAL SIGNIFICANCE AND OF THE INDUSTRIAL, POLITICAL, AND SOCIAL RELATIONSHIPS WHICH GROW OUT OF COMMUNITY MEMBERSHIP

#### *Aims*

1. To develop an appreciation of the importance to individual and community welfare of the work one does in the world.



2. To arouse a desire to make the selection of the vocation in the light of its possibilities for community service, as well as in view of its opportunities for individual advancement, and to give aid in making that selection.

3. To give an appreciation of the close relations which exist between individual welfare and individual progress and the great social and economic movements which occur in the life of the world.

4. To give an understanding of the elementary economic and social principles which underlie the progress of individuals and communities.

### *Materials*

Hughes: Economic civics.

Giles: Vocational civics.

Gowan and Wheatly: Occupations.

Towne: Social problems.

Leavitt and Brown: Elementary social science.

Burch and Patterson: American social problems.

Tufts: The real business of living.

Carleton: Elementary economics.

Carver: Elementary economics.

Magazines and newspapers.

Histories of the United States and of Europe.

Material drawn from the books listed in the bibliography.

#### I. The vocation as an individual and civic necessity.

A. The purposes and desires of people in life.

B. Production of wealth in order to satisfy human wants, economic and otherwise.

C. Vocational interdependence in the production of wealth.

1. Division of labor in securing the elements of welfare or "a living" for the individual members of the community.

#### II. Vocational interests.

A. Occupations planned for by the individual members of the class.

1. Consideration of interests and abilities of students in reference to such plans.

2. Requirements for success.

a. Aptitudes and abilities of individuals.

b. Training necessary.

3. Opportunities offered by the community.

4. Opportunities offered by the vocation for—

a. Community service.

b. Personal advancement.

B. Occupations necessary to community life.

1. Industrial occupations.

a. Industrial background of vocations. \* \* \*

2. Large-scale production.

a. Size and efficiency.

b. Types of large industrial organizations.

(I) Advantages and disadvantages to producer and consumer.

c. Vocational possibilities in large establishments.

d. The factors in industrial development. \* \* \*

e. Occupations in the great industries.

(I) A concrete study of vocations and occupations connected with the important industries of the United States. Special emphasis on industrial vocations concerned with local industries.

(A) Interdependence of occupations.

(B) Opportunities in the vocations for—

(1) Community service.

(2) Personal advancement.

(C) Requirements for success.

(1) Personal characteristics.

(2) Necessary training.

(D) Importance of organization and leadership.

## II. Vocational interests—Continued.

### B. Occupations necessary to community life—Continued.

#### Large-scale production—Continued.

#### e. Occupations in the great industries—Continued.

#### (II) Nonindustrial occupations.

##### (A) The professions.

##### (1) A study of the professional occupations.

##### (a) Subtopics as under the study of industrial occupations.

##### (B) Personal services and entertainment professions.

##### (1) Subtopics as before.

##### (C) Government employment.

##### (1) Services performed by and for communities through their governments.

##### (a) Government departments and community service.

##### (2) Types of vocations drawn upon in community service.

##### (3) Government as an employer.

##### (a) Civil Service in the United States.

##### (b) Civil Service abroad.

##### (D) Homemaking as an occupation.

##### (1) The home as a factor in community welfare.

Many pupils, as might be expected, drop out of school before reaching this course. In the junior high schools, however, an attempt is made to give similar information to younger groups through the English courses, in which in each grade a certain amount of the outside reading and composition work is on vocational and economic topics. Students in the seventh grade write themes on autobiographical subjects, on factors in success, and on the lives of inventors or leaders in industry and professional life. In the eighth grade topics suggested have included "Why I have chosen my course," "The equipment necessary for success," "My physical and mental equipment for my chosen vocation." In the ninth grade, or last grade of the junior high school, the topics for compositions are assigned to develop the pupils' knowledge of the opportunities for social service in their community and their appreciation of the value of continued education.

Although no courses in vocational information form part of the regular curriculum of the senior high schools it is required in connection with the English courses that one essay each semester should relate to some phase of educational or vocational guidance, including reports on selected occupations and opportunities for training offered by different colleges. Except in one of the junior high schools none of these courses is taught by the school counselors or by teachers who have had any special training or experience in the occupational field, but the general plan of study has been worked out and developed in close cooperation with the counselors in the individual schools and with the department of vocational guidance as a whole.

Men and women engaged in important lines of work address high-school assemblies from time to time or more often discuss informally



with selected groups the practical aspects of their business or profession. The school authorities recognize the value of thus bringing the pupil in direct contact with persons who can describe from their own experience the demands and advantages of different occupations, but they also recognize the limitations of such a program. These speakers are carefully selected and are regarded as a distinctly subordinate part of the general vocational-guidance program, supplementary to the work of school counselors and the regular classroom work in social science and English.

### THE USE OF MENTAL AND OTHER TESTS AS A FACTOR IN GUIDANCE

Psychological examinations of children are made by three agencies of the board of education: The psychological clinic of the department of hygiene, where pupils of suspected mental defect or mental disorder are given individual examinations; the department of research and measurements, which handles the work of group examining; and the junior employment office, where children applying for positions are tested.

Cases of suspected subnormality, psychopathic tendencies, behavior disturbances, delinquency, and other school misfits are referred to the psychological clinic by teachers, principals, and school nurses. They may be sent from any school grade but come mainly from grades below the fourth. Under-age children for whom work permits are recommended are also examined by the clinic. The director, who is a psychiatrist, himself does all the testing, scoring, and interpretation of results and also has charge of the special rooms for defective and subnormal children. In consequence the testing is done under excellent conditions, though the number of cases that can be tested is small; only 222 examinations (the Stanford revision of the Binet test) were given at the clinic during the school year 1921-22. Although the main purpose of the testing done by the clinic is to detect all abnormal pupils and to offer suggestions for their treatment, the achievement of this purpose is limited by the fact that few children can be handled. Furthermore, the schools lack facilities to make the necessary readjustments for more than a very small number (see p. 291). As reports of the clinic are regarded as strictly confidential they are made available only to the principal and teachers of the child and not to school counselors and placement workers; but the latter groups may always call upon the director for information regarding the examinations, and reports of children examined for exemption from school attendance to go to work are sent to the certificate-issuing office.

During the school year 1921-22 more than 29,400<sup>10a</sup> group intelligence tests were given under the supervision of the director of research and measurements. All eighth and sixth grade pupils are given group intelligence tests before entrance into senior or junior high school. In 11 or 12 elementary schools most of the children in every grade have been tested. The tests used are the Otis and the Illinois. Experimental testing has been done with the first-grade

<sup>10a</sup> This number is 31 per cent of the net enrollment in the Pittsburgh public schools (exclusive of normal, evening, and continuation schools) in 1921-22.

and kindergarten pupils of about nine schools. For the sixth and eighth grade pupils the score made is entered on a record card that follows the child through school and to the placement office. The teacher's estimate of intelligence, effort, and conduct, and the reading quotient obtained from a reading test are also entered on this card. These measurements are not combined, but all are taken into consideration in assigning pupils to different sections in their first years of high school. In some high schools as many as seven grade sections are possible. In the elementary schools division into only two sections has been attempted. The groups with the higher intelligence quotients are given an enriched course. In one high school there is an accelerated class in Latin to which pupils are assigned on the basis of the test score. In one high school the tests have been used in giving educational advice to the extent that pupils with poor scores are urged to take the industrial or commercial course rather than the academic. In another high school they are used in a general way as a basis for advice as to the types of occupation for which the student seems qualified.

Educational tests in practically all the elementary schools and in all except one of the high schools have been given by the department of research and measurements. The results obtained in some of these tests (e. g., reading) have been taken account of in forming classes into sections.

The tests made under the department of research and measurements are given and scored by teachers, principals, or vocational counselors. Some of the teachers have taken courses in psychology, but their principal training for the work is the instruction given them by the director of research and measurements. The training consists of an explanation, in a group meeting, of the purpose of the tests and the method of giving them, followed by a demonstration test given to the teachers themselves, each of whom then scores his or her paper, the director cautioning them as to the kind of errors to guard against in scoring. The teachers' scoring of the tests given students is not checked, and no provision is made for the individual examination of pupils with exceptional scores.

In addition to the work of the psychological clinic and the department of research and measurements, testing of children applying for employment has been carried on to some extent at the junior placement office under the direction of the official in charge. He has had difficulty in finding a test that meets the requirements of the office; that is, one short in duration and not seriously affected by interruptions. He has been using a test made up in the office (see p. 282) and also a simplified Otis test. Some use of a trade test for stenographers has also been made.

The bulk of the work relating to psychological examinations in the public-school system is large, but there may be duplication of effort resulting from the fact that the work is carried on by three agencies. Besides, the tests in some cases are administered or scored, or both, by persons without scientific training for the work.

## PUBLICITY

The principal methods of the department in reaching teachers, parents, and children have been outlined in the preceding sections.



Another means of spreading knowledge of the vocational-guidance program has been through "educational and vocational guidance weeks" conducted by the department of vocational guidance in cooperation with the school body. Their principal stated purpose is to call the attention of pupils and teachers to the importance of continued education and of making a proper selection of subjects for the next semester. "The central thought of the organization of this week is to give as much information as possible in regard to vocational opportunities, so that the pupils may seriously consider the question of vocations or professions for which they wish to prepare themselves and thereby develop a more earnest attitude toward their school work."<sup>11</sup>

A week of this kind has been conducted in many schools, the details of the program varying with the school. In one school, for example, it was known as a "stay-in-school week," in another as a "know-your-school week." Posters, special numbers of school periodicals, and other publicity methods were used to get the significance of the program over to the student body; themes were written on the value of different courses and on various vocational topics; and addresses were made by outside speakers representing different businesses and professions. The central activity of the week is the choice by each pupil of courses for the next semester's work, involving in many cases personal interviews with counselors.

## THE SCHOOL ORGANIZATION AND CURRICULUM IN RELATION TO GUIDANCE

### DAY SCHOOLS

#### Junior High Schools and Prevocational Classes.

Of special significance in the vocational-guidance movement in Pittsburgh is the fact that the course of study in the public schools is in process of being reorganized on a 6-3-3 basis with the definite aim of using the intermediate or junior high school as an agency for tryout and for classification of pupils on the basis of individual abilities and interests. In the four junior high schools already established a program of classifying children in the entering class into divisions of relatively equal mentality on the basis of the results of group intelligence tests has already been put into operation. A general industrial exploratory course has been established in the eighth grade in these junior high schools, and pupils are also given an opportunity to try out their aptitude in academic and commercial subjects with the privilege of changing their selected course if it does not satisfy their interest or seem suited to their abilities. The course in social economics (see p. 285) reaches all students in the ninth grade, and a school counseling system has been inaugurated which reaches every child in each year of his junior high school course.

Six elementary schools offer a special prevocational course for over-age boys. Prevocational courses in woodwork, sheet-metal work, electrical wiring, printing, and machine-shop work are given in the seventh grade of the junior high schools.

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<sup>11</sup> Vocational-Guidance Bulletin, Pittsburgh Public Schools, 1922, p. 66.

### Vocational Courses.

Opportunities for direct training for vocations are offered through the four-year and two-year commercial courses of the high schools, the two-year commercial course given at the Business High School, and the trade courses for boys organized under the Smith-Hughes Act in the Ralston Industrial School (a special vocational school for boys) and in one of the junior high schools for boys who have completed the sixth grade and are 14 years of age or over. Except the commercial courses (including salesmanship), no work offering a direct preparation for wage earning is offered girls. Most of the general high schools offer boys who are elementary-school graduates four-year technical courses in which from one to five hours of shop work and an equal amount of work in mechanical drawing are required, the amount varying with the grade. Salesmanship classes for high-school pupils in the eleventh and twelfth years have been organized and promoted by the research bureau for retail training, maintained by seven large department stores and conducted in co-operation with the University of Pittsburgh. Courses in arts and crafts and in music that may be regarded as at least prevocational are offered in the high schools. The Pittsburgh schools have done much in the development of classroom instruction in musical performance and in composition. The great majority of the members of the school orchestras have had no instrumental instruction outside the schools. Recognition of private instruction in music is given in the senior high schools, all the children being examined by the school instructors before they are passed. High-school pupils are not obliged to keep to the courses of study or of vocational training which they have selected. Any practicable change may be made each semester.

### Special Classes.

The public-school system provides to some extent for the specialized training of mentally and physically handicapped children. In 1923 there were 16 classes for backward and subnormal children, 1 for crippled children, and 3 for tuberculous children. The enrollment in the classes for defective children was 156,<sup>11a</sup> and in those for tuberculous children, 122.

### CONTINUATION SCHOOLS

Opportunity for vocational supervision of employed minors between 14 and 16 is provided through the requirement of the Pennsylvania law that they shall attend continuation school eight hours a week throughout the school year.<sup>12</sup> With few exceptions pupils attend two sessions of four hours each. The office of the principal of the continuation school, where pupils register, and the school-rooms for the majority of the continuation-school pupils are conveniently located in the same building with the employment-certificate office and other branches of the attendance department and the

<sup>11a</sup> This number is one-fifth of 1 per cent of the net enrollment in the Pittsburgh public schools (exclusive of normal, evening, and continuation schools) in 1922-23.

<sup>12</sup> Pennsylvania, Acts of 1915, P. L. 286.



juvenile placement office of the department of vocational guidance. The latter handles all placement and replacement of minors attending continuation school.

The eight hours, with the exception of 45 minutes spent in hygiene and physical training, are divided equally between vocational work and related and general academic subjects. The vocational studies include commercial subjects and elementary office practice, commercial design, and various kinds of shopwork for boys. All girls are required to take some work in home making, but they may elect commercial work also. It is the policy to urge children to take vocational work related to their employment whenever the industry or business in which they are engaged offers opportunity for advancement, but boys and girls who prefer to do so are permitted to take vocational courses unrelated to their work.

Although Pittsburgh does not have the special machinery for vocational direction provided in the continuation schools in some cities through the try-out class and coordination by visits to home and employer of the pupils' home, school, and work life, the principal and teachers of the Pittsburgh continuation school are constantly studying the achievements of pupils in class and shop to determine their vocational aptitudes and interests, and to a certain extent they serve as undesignated vocational counselors.

## EMPLOYMENT-CERTIFICATE ISSUANCE IN RELATION TO VOCATIONAL GUIDANCE

The issuance of employment certificates in Pittsburgh is handled by the attendance department of the public schools, which is quite distinct from the department of vocational guidance; but, according to a ruling of the superintendent of schools, every child applying for a permit must first be interviewed by a representative of the juvenile employment office. This procedure makes much more certain the reaching by the vocational-guidance machinery of children withdrawing from school than is found in most cities even where the vocational-guidance and employment-certificate functions are combined in one department. Moreover, the plan in operation in Pittsburgh provides more surely for the interviewing of the children by persons specially qualified to judge what is best for them from a vocational-guidance point of view than if the work is handled by a staff of individuals whose chief duty is the issuance of employment certificates.

The State child labor law gives no discretion to school principal or issuing officer to refuse a school record or a permit to a child who meets the specified qualifications. A new certificate is required for each position the child fills until he is 16 years of age. Before making application for his first certificate the child must have obtained a school report signed by his principal, certifying that he has satisfactorily completed the principal sixth-grade subjects. In Pittsburgh the principal also gives him, for the information of the placement officer, a more detailed statement regarding his school standing and personal characteristics. Both of these statements of the facts are sealed in an envelope, which the child is to take to the juvenile-

employment office and upon which are printed brief instructions as to the first steps necessary for obtaining an employment certificate.

The department of vocational guidance, through the juvenile-employment office, attempts first, if justified by the principal's confidential report, to return the child to his own school or to some other full-time school; next, to arrange for part-time employment in connection with a commercial or industrial course (usually on the alternate-week system). If neither of these preferred courses of action is practicable, the office attempts to place the child in the most suitable position available, provided he has not already obtained a position for himself (see p. 279). When a position is obtained and the promise-of-employment blank, which is supplied by the placement office, is filled in by the prospective employer the child takes it to the certificate office. If otherwise eligible for a certificate, the child is examined by a physician of the department of hygiene of the board of education; and if he is found to be in proper physical condition the certificate is issued and mailed to the employer. Children returning for new certificates are weighed and measured and examined in respect to any defects noted in the first examination, but no attempt has been made to use the records of the physical examinations as the basis for a study of the effect of different occupations and of working conditions in different establishments upon the health of young workers.

In exceptional cases children between 14 and 16 years of age who have not completed the sixth grade and who in the opinion of their school principal and teachers are incapable of receiving further benefit from school work are referred by the department of attendance to the psychological clinic of the public schools for examination. If after a careful study of the child's mentality, taking into consideration his school record and the statements of his teachers and parents, the examining psychiatrist reports that in his opinion the child will not benefit from further stay in school and recommends that he therefore be allowed to go to work, the attendance department will usually issue an employment certificate. This practice is recognized by the attendance department as extralegal, but it is held to be in conformity with the spirit of the law.

## SUMMARY

The vocational-guidance program in Pittsburgh was started under the auspices of the public schools and is essentially the work of school officials and teachers. The director of the department of vocational guidance of the board of education is also a high-school principal, and the work with children who are still in school is carried on through a system of counselors who are also teachers. Although the director's duties as school principal necessarily absorb a considerable part of his time the fact that he is himself a member of the teaching body is no doubt an important factor in the unusual degree of cooperation which the department has been able to get from the principals and teachers in the school system.

The school counseling system is unusually well developed and organized, and, although there are no counselors in the elementary schools, a large proportion of the school children, as compared with most cities, are reached by counselors. Emphasis is placed upon



educational rather than definitely vocational guidance. The counselor in each of the high schools confers with elementary-school pupils on the value of a high-school education and with high-school students on the value of further education; advises students in both the junior and the senior high schools on their choice of courses; discusses with groups of students the aim and value of the various subjects taught in the schools, the importance of a vocational aim, and the need for vocational information and training. The counselors have specialized in information relating to the educational advantages offered by various schools and colleges; but most of them have also made some point of obtaining information on occupations, and the vocational aspect is emphasized in school counselors' interviews more than in many cities where the primary object of the guidance activities is educational.

Placement is carried on by two offices, one for children under 16, the other for minors between 16 and 21 years of age. Both are conducted under the department of vocational guidance of the public-school system in cooperation with the Junior Division of the United States Employment Service. Although the placement office for children of certificate age does not handle the issuance of certificates it is located in the same building as the issuing office, and, according to a ruling made by the superintendent of schools, all children applying for certificates are required to report first to the juvenile placement office for vocational advice—an important feature of the Pittsburgh guidance program.

The school system is in process of reorganization on the 6-3-3 plan, which promises greater flexibility in the course of study and increased opportunity for try-out experience in various types of work. Four junior high schools have already been established and offer a general industrial try-out course in the seventh grade and pre-vocational courses in a number of trades. Day schools and continuation schools offer vocational training to girls in the commercial field and to boys in both the commercial and the industrial field.

A required course in vocational information is given junior high school pupils in the ninth grade, and the study of occupations is made a part of the courses in English in all junior and senior high schools.

Mental tests are used to some extent as a basis of classification for teaching purposes as well as a guide in educational and vocational counseling. The tests are given by three agencies whose activities have been but little coordinated.

## MINNEAPOLIS

### HISTORY OF THE VOCATIONAL-GUIDANCE MOVEMENT

In 1912 a study of Minneapolis children between 14 and 16 years of age leaving school for work was made under the direction of a citizens' committee composed of city, school, and State labor officials, members of the staff of the State university, business men, and representatives of the Minneapolis Trades and Labor Assembly and of the principal civic and philanthropic organizations of the city. The purpose was to obtain information leading to a reorganization of the public-school program in view of the needs of business and industry which its pupils would have to meet in their occupational life. As a result of the survey the committee made a number of recommendations, one of which was the establishment in the public-school system of a department of vocational guidance to survey the industries and occupations of the city, study the courses given in the schools in the light of their value to the pupils' occupational future, give vocational advice, establish an employment bureau, issue work permits, and have general supervision over boys and girls at work. Other recommendations of the committee of significance in the vocational-guidance program included the reorganization of the schools on the 6-3-3 plan, with differentiation into academic, commercial, and industrial courses beginning in the second half of the seventh grade; the keeping of a cumulative record for each child in school as a basis for vocational counseling; a school census; a study of the extent and causes of retardation in the schools; the enactment of a law, to be enforced in Minneapolis by the department of vocational guidance, requiring that all boys and girls under 18 should be in school if not legally employed; and the establishment "as an adjunct to the board of education [of] an advisory commission of 15 members, composed of employees, employers, and educators \* \* \* whose duty it shall be to report changes in the demands of business and industry and to advise modifications of the course of study to meet these new demands."<sup>1</sup>

As a result of this survey a department of attendance and vocational guidance was established in the public-school system in September, 1914. To it were given the enforcement of the school-attendance law, the taking of a permanent school census, the issuance of employment certificates, and the development of a program for vocational investigation and guidance.

The work of the department was organized in three divisions: A statistical division, responsible for the permanent school census, the planning of school records, the tabulation of school reports, and the conduct of all special studies and research; an attendance division, responsible for the enforcement of the attendance law, the

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<sup>1</sup> Vocational Survey of Minneapolis, p. 7. The Minneapolis Teachers' Club, 1913.



issuance of employment certificates, and placement; and a vocational division, responsible for the making of vocational investigations.<sup>2</sup>

One of the first acts of the new department was to cooperate in an extensive survey conducted in the spring and summer of 1916 by the National Society for the Promotion of Industrial Education to ascertain the needs and facilities for vocational training in Minneapolis.<sup>3</sup> Inasmuch as it was the opinion both of public-school authorities and of those immediately in charge of the survey that the newly organized department of attendance and vocational guidance was the logical agency to make the best use of the material gathered, members of the staff of the department were assigned to the survey from the beginning.

A continuation of vocational surveys was planned as one of the most important activities of the department. Establishment of a juvenile-employment office was also contemplated as a logical outcome of supervision of school withdrawals, issuance of employment certificates, vocational-survey work, etc. In addition, the department reported the following plans:

(1) To place in the hands of every eighth-grade and high-school teacher the information gathered in the [vocational] survey, both the printed reports and charts and other graphic representations.

(2) To prepare a list of similar literature of a more general nature now available in the public library.

(3) To maintain in the office of the department a model "vocational library" and to provide in next year's budget for the beginning of such a library in each school with grades above the sixth.

(4) To modify the present curriculum or program so as to make it possible to introduce the study of vocational material. \* \* \*

(5) To establish and develop a corps of vocational assistants as rapidly as shall seem advisable, their duty to be to cooperate with the regular school force of teachers and principals in the carrying out of plans, to originate and promote new methods, and to act as the local representatives of the central office. Specifically, the plan is to provide for each high school two assistants (a man and a woman), who shall each spend half of the time in teaching and half in vocational work. The latter duties would consist of (a) supervising all withdrawals, including placement and "follow-up;" (b) supervising the work of student advisers; (c) directing the analysis of students' characteristics; (d) giving personal counsel in special cases; (e) gathering and interpreting school statistics; (f) making local school arrangements for lectures, trips, and the like; and, perhaps, (g) supervising the social and purely recreational activities of the school. There should be two assistants for each high-school district, with similar duties in the seventh and eighth grades.

(6) To carry on a propaganda among parents' and teachers' associations and other civic bodies for the purpose of arousing interest and explaining the program of the schools.<sup>4</sup>

During a period of seven years, from September, 1914, to July, 1921, the department carried on all the vocational-guidance activities of the Minneapolis school system. Its most important

<sup>2</sup> Labor Statistics, U. S. Bureau of: Vocational-Education Survey of Minneapolis, Minn., made by the National Society for the Promotion of Industrial Education, p. 531. Bureau of Labor Statistics Bulletin 199, December, 1916. Washington.

<sup>3</sup> A comprehensive survey of this type had been recommended by the commission responsible for the vocational survey of 1912, but the immediate cause of the survey conducted by the National Society for the Promotion of Industrial Education was the desire of the trustees of a fund recently made available for the establishment of a school to give free instruction in industrial and mechanical arts to obtain information on the kind of vocational education most needed and the ways in which the school could cooperate with other educational agencies. The expenses of the survey were met by the board of education, the trustees of the fund, and other local agencies.

<sup>4</sup> Vocational-Education Survey of Minneapolis, Minn., pp. 532, 533. Bureau of Labor Statistics, Bulletin 199.

achievements appear to have been: First, the development of an effective and well-coordinated system for the enforcement of the compulsory-education, employment-certificate, and school-census laws, which is said to have proved its success as an agency for keeping in school all except a negligible number of Minneapolis children up to their sixteenth birthday; and, second, the development of a system of school counseling through a corps of vocational advisers on the staff of the department who were assigned as full-time counselors to all the public high schools and to some of the junior high and elementary schools. The functions of the advisers in the high schools gradually broadened to include types of guidance other than vocational and, at least in some schools, to resemble rather those of the visiting teacher; in the elementary schools the functions of the adviser were primarily those of the school social-service worker.

Placement work developed somewhat more slowly than the other activities of the department, and little or nothing was done in occupational investigation, the preparation and distribution of literature regarding vocational opportunities or of outline material for school instruction in vocational information. Although all these phases of vocational guidance appear to have been contemplated in the founding of the department the program as actually developed seems to have been primarily one of social service rather than of vocational guidance.

In July, 1921, a separate department of vocational guidance was created in the school system and administered in cooperation with the Junior Division of the United States Employment Service. To this department was transferred, first the placement work, and, a few months later, the issuance of employment certificates. During this period placement improved and developed because the work of the department was concerned largely with placement. Close cooperation among all the free employment groups in the city was strengthened and contacts with employers considerably extended. In the summer of 1923, after approximately two years of separate functioning, the administration of the vocational-guidance program was again made a part of the work of the original department, the name of which was changed to the department of attendance and research.

## ORGANIZATION AND ACTIVITIES OF THE DEPARTMENT OF ATTENDANCE AND RESEARCH <sup>4a</sup>

### ORGANIZATION

Definitely organized vocational-guidance activities for young persons in Minneapolis are under the supervision of the department of attendance and research of the Minneapolis public schools. The functions of the department, as the chart on page 299 shows, include not only the enforcement of the compulsory school-attendance and employment-certificate laws, and vocational guidance and placement, but also the taking of the school census, the administration of the mental and educational testing program, and the collection

<sup>4a</sup> For the school year 1923-24 unless otherwise indicated.



and tabulation of all school statistics except those relating to fiscal matters. Thus a close correlation among the various phases of guidance and between guidance and the child-accounting system of the schools is insured.

The department is organized in six divisions: (1) Census; (2) attendance; (3) visiting teacher; (4) certification; (5) guidance and placement; (6) research.

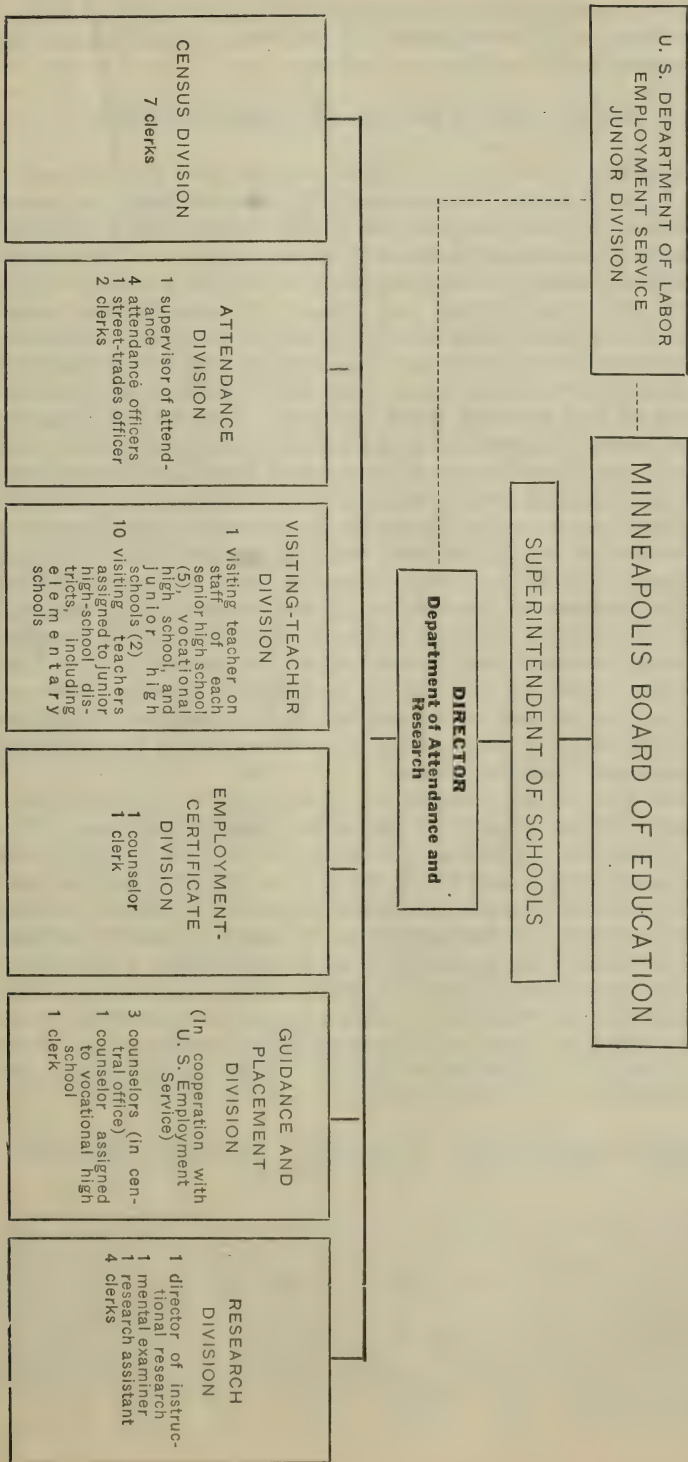
The staff of the central office consists of 30 persons—the director, a supervisor of attendance, 4 attendance officers and 1 street-trades officer; 5 school counselors (3 responsible for placement in the central office, 1 assigned to the Vocational High School, 1 assigned to employment-certificate issuance); a “director of instructional research;” a mental examiner; a research assistant; and 15 clerks. In addition, there are 18 school counselors or visiting teachers who are assigned to individual schools or school districts but who work under the general supervision of the director of the department. The salary budget for the central office staff totaled \$50,060 for the year 1924, of which \$12,450 was for vocational guidance, \$2,850 for employment certification, and \$9,130 for the division of research. The division of research had in addition a budget of \$2,500 for tests and \$2,500 for publications. The salaries of the visiting teachers, which total approximately \$35,170, are charged to their individual schools and do not figure in the appropriation for the department. Additional funds are available for furniture, supplies, and incidental expenses.

The director of the department has had a number of years of experience as teacher and as principal in one of the Minneapolis schools. Almost all the employees of the department except the clerks have had college or university training. Visiting teachers and attendance officers are required to have had at least two years' experience, preferably in both teaching and social-service work, after graduation from college. Counselors in the permit-issuing and vocational-guidance and placement divisions must fulfill the same requirements and in addition must have had several years' experience in commercial or industrial employment or in some field of vocational education or counseling. A few school counselors have been appointed who have not completed a college course but who have had considerable experience in business or industry or in vocational training. The salaries paid visiting teachers are on the same scale as those of teachers in the schools to which they are assigned, the amount varying with the training, experience, and length of school service of the worker. One counselor, who is assigned to the Girls' Vocational School, is paid according to the senior high school teachers' scale; the other counselors are paid on a special scale, receiving a maximum salary somewhat below the maximum for high-school teachers.

The department is housed in the city hall with other administrative offices of the school department. In this building are located also the offices of the board of health, where physical examinations are given to children applying for employment certificates.

The department publishes a news sheet especially for the teachers of community-life problems (see p. 311), visiting teachers, the divi-

PLAN OF ORGANIZATION  
DEPARTMENT OF ATTENDANCE AND RESEARCH, PUBLIC SCHOOLS, MINNEAPOLIS, MINN. 1923-24





sion of guidance and placement, school librarians, and principals, containing articles and news items on guidance, child labor, and placement, reviews of literature on guidance, etc.

### THE WORK OF THE VISITING-TEACHER DIVISION

Of the 18 visiting teachers, or "school counselors," 5 are in senior high schools, 1 in the Girls' Vocational High School, and 2 in junior high schools, and 10 are assigned to junior high school districts, which include the elementary schools in these districts. Their chief duties, like those of most visiting teachers, consist in making adjustments between school and home and seeking to remove the causes, social and otherwise, that interfere with school progress. They do little or no educational or vocational counseling, except that they follow up all school "drop outs" and visit the homes of all children under 16 years of age desiring work permits. The visiting teacher and the issuing officer cooperate in an effort to keep in school children between 14 and 16 who have completed the eighth grade and are therefore eligible for work permits. The visiting teacher visits the home, makes recommendation as to the granting of the permit, and confers with the issuing officer, who makes the final decision.

In the elementary schools where they are at work most visiting teachers make an effort to interview children who are approaching their sixteenth birthday and those who are doubtful about entering high school. All visiting teachers or school counselors in the high schools visit the eighth grades in their districts once a year and address the pupils on the advantages of the various secondary schools. In each high school also a day is set aside for showing prospective students over the school.

The work of the visiting teacher in one of the high schools is probably typical in the amount of attention paid to guidance. The greater part of her time is given to helping solve the "family problem" behind cases of misconduct, truancy, failure, and early school leaving. As a matter of routine, she interviews all children planning to withdraw from school and attempts to make whatever adjustments, whether family or personal, may be necessary to persuade them to continue their education. This often involves revising their school program. If the child is 16 years of age or over and it is not possible to keep him in school, the visiting teacher refers him to the vocational-guidance and placement division of the department, with a "personal-record card," which serves as a registration card.

### EMPLOYMENT-CERTIFICATE ISSUANCE IN RELATION TO VOCATIONAL GUIDANCE

Several factors in the issuance of employment certificates in Minneapolis affect the organized vocational-guidance program: Certificates are issued by the same department that administers the vocational-guidance program (see p. 298), thereby making possible close cooperation between the two services; relatively high requirements are set by the law for entering employment; and the provisions of the certificating law insure supervision over employed children of certificate age.

Under the child-labor and school-attendance laws of Minnesota<sup>5</sup> all children are required to attend regular day school until they are 16 unless they have completed the work of the elementary schools or come under certain other exemptions not important in this connection and are excused from school attendance by the school board. According to a ruling by the school board, only those whose wages are actually needed by their families may be thus excused. Children under 14 may not be employed during school hours, and those between 14 and 16 must obtain certificates from the superintendent of schools or his deputy. A physical examination is required for each applicant for an employment certificate but is not used for guidance purposes specifically.

Largely, it is maintained, because of the care with which certificates are issued, very few children under 16 actually leave school for work in Minneapolis. The number of certificates issued during 1922-23, for example, was 324—196 to boys and 128 to girls. All children wishing certificates are questioned as to their reasons for leaving school, and the advantages of continued schooling are pointed out to them by the issuing officer as well as by the visiting teacher if they are enrolled in junior or senior high schools. Where the desire to go to work is due to dissatisfaction with school a readjustment of school work is attempted. Alleged family need is investigated by a representative of the department of attendance and research—in the case of children who are attending high school, by the visiting teacher of their school, and in the case of those who have not entered high school or who are withdrawing from elementary public schools or from parochial or private schools, by the counselor in charge of certificate issuance at the central office of the department. Lists of all children finishing the work of the eighth grade are furnished the department semiannually, and all children who are said by the teachers to be intending to go to work at once are asked to report to the counselor in charge of issuance, who investigates their eligibility for employment certificates. In appraising their economic situation he applies carefully estimated budgetary standards based on those used for determining aid by the local family relief agency and by the county widows' pension fund. Where economic necessity is definitely proved or where all concerned admit inability to adjust a child to the school and the inadvisability of enforcing attendance, it is not the policy of the department to urge that the child remain in school. Plans are under way in the department to provide scholarships for children who would otherwise be obliged to leave school for work.

Although vocational advice is sometimes offered to applicants by the counselor in charge of issuance, this is not a routine procedure with the department, as it is felt that because of the nature of the jobs open to children under 16 little vocational guidance can be offered them. Children under 16 who must go to work are either placed by the issuing officer or referred by her to the regular placement counselors. It is reported by the guidance and placement department that a large majority of the children of certificate age find their own positions before making application for their certificates.

<sup>5</sup> General Statutes, 1913, secs. 3839-3844; sec. 2979, as amended by Acts of 1923, ch. 78.



After a certificate has been issued or refused to a child who has been attending high school, his school is notified of this fact through the visiting teacher assigned there, whose duty it is in the case of a refusal to look up the child and get him back to school if he has not already returned.

Supervision over certificated minors is obtained not only automatically through the legal requirement that a child must apply for a new certificate every time he changes his position but also through the practice of the issuing officer in telephoning the home and employer of each child on certificate approximately every three months. Although the purpose of this procedure is primarily that of law enforcement—that is, to see whether or not a child is still employed and in the position for which he has been certificated—it is also a means of ascertaining how he is getting on in his work, whether or not he has been advanced, and so forth, and keeps both employer and worker in touch with the department. The information thus obtained is also used for later placements.

### THE WORK OF THE GUIDANCE AND PLACEMENT DIVISION

The guidance and placement division of the department of attendance and research in cooperation with the Junior Division of the United States Employment Service, operates the only organized employment agency for juniors in Minneapolis. The director of the department has been designated by the United States Employment Service as superintendent of guidance and placement for Minneapolis and under his Federal appointment is permitted to use Government stationery and the Government frank. The United States Employment Service also supplies part of the expenses and record forms and blanks. This placement office serves primarily the public-school pupils of the city between the ages of 14 and 21, but it accepts for placement any applicant below the upper age limit. Two groups of minors are registered as a matter of routine: Those 16 years of age or over who are graduating from high school and those who announce that they are withdrawing from school. Both these groups are personally interviewed by the placement workers, who go to the various schools for that purpose.

The following table gives statistics of placements for 1923:

*Placements by the guidance and placement division, 1923*

Items	Boys	Girls	Total
New applicants.....	1,649	2,107	3,756
"Orders" from employers.....	1,465	2,671	4,136
Applicants:			
In permanent jobs.....	952	855	1,807
In temporary jobs.....	278	1,448	1,726
In part-time jobs.....	51	119	170
Applicants referred.....	2,854	3,705	6,559

Of the five counselors on the staff of the guidance and placement division—two men and three women—one is detailed to certificate issuing and the follow-up of children employed on certificates and another to the Girls' Vocational High School. Three of the five have

had industrial or business experience, and three have had experience in social work.

The division cooperates, first of all, with all the branches of the public-school system, of which it is a part. The workers take every opportunity to speak before school officials, teachers, and assembled students. They meet with the corps of visiting teachers every two weeks to discuss common problems. Occupational information obtained in the guidance and placement division is made available to the schools.

Employers are kept in touch with the work through personal visits by members of the staff whenever time permits, by letters sent out every two or three weeks, by answers to advertisements for help, by an occasional newspaper "story," and by frequent addresses before employers' organizations. For some firms the school placement office has selected practically the entire force of junior workers. In one large store, for example, an analysis of the requirements of each job was made by the placement staff with the understanding that the girls recommended by the division be given a trial in the various positions; a factory has also requested the division to select its power-machine operatives for it. The office has an active file of 900 to 1,000 employers.

A special study of vocational opportunities (see p. 311) in Minneapolis, made by a member of the staff, has been published. The office also has on file a study made for the Girls' Vocational High School describing occupations open to girls. Inasmuch as most of the firms using the placement facilities of the department are known no investigation before placement is usually made, but if an unknown employer calls for workers an attempt is made to visit the establishment before prospective workers are sent. An increasing amount of time is being given to this phase of the work.

Information regarding the registrant comes from the registrant himself and from his teachers if he is graduating or withdrawing from the public schools. The registration card calls for a statement of the last school and grade attended, special training, and previous history. For each registrant graduating from a public school a card (which serves as the registration form) containing statements on his scholarship, reliability, industry, courtesy, personality, etc., on his general health and physical defects, and on his parents' occupation and birthplace is sent from the school from which he is graduating. For those withdrawing before graduation the information is furnished by the school at the request of the placement counselor. Physical records are obtained from the schools only for children on employment certificates; academic and attendance records of applicants are lacking, for although some schools have cumulative records they do not send them to the placement division. Information relating to home conditions other than the parents' occupation and birthplace, though obtained in some schools, is not supplied to the employment office as a matter of routine.

Each registrant is interviewed by a placement counselor, and the registration blank is filled in (see p. 305). The question of remaining in school or arranging for special training is always discussed with the registrant. He is called when a position is found for him, and



no registration is regarded as "dead" until the applicant is placed either by the division or through his own efforts. In the meanwhile his card is indexed for the occupation for which he is eligible, and a card is made out for an occupational cross file. When the applicant is referred he is given a postal card of introduction, which the employer signs and returns. The applicant also is requested to notify the office of the result of the interview. If word from neither is received the office telephones or writes the employer. About every six weeks the file of applicants is cleared by telephoning to them or sending them a form letter requesting a report as to whether or not a position has been found, what it is, and how it was obtained. The office reports that about 80 per cent of those written to respond. Others are called upon the telephone. An evening office hour is held one night a week. The staff does not visit firms where minors have been placed, but children on certificate are followed up by the counselor in charge of certificate issuance.

The forms in use are the registration blanks, white for girls and buff for boys; a 4 by 6 inch index card, containing the applicant's name and address, and positions for which he is eligible; a temporary card used in taking an "order" over the telephone; a combination investigation and employer's "order" card (see p. 307); and report forms. Registrants' cards are filed first in an active and after placement in an inactive file. Index cards of the applicant are filed by occupations under "experienced" and "inexperienced"; after placement they are filed alphabetically together with references from school and employer. If a registrant is permanently placed but not so well as his training or ability permits a card for him is kept in a promotion file. A green tag on a card indicates that the registrant is under 16 years of age. Cards are also tagged by the month of the placement as a basis for follow-up. Employers' "orders" are entered on a permanent form, on which are also entered the name of each applicant referred to the position and the result. While still unfilled these "orders" are kept in box files—one for boys and one for girls—on the desk of the placement counselor, but when filled or cancelled they are placed in a permanent file alphabetically according to the sex of the worker desired. In addition an alphabetical file is kept of all employers dealt with. There is also a file of investigations, with job studies so far as such studies have been made. A weekly report of interviews, registrations, references, and placements is sent to the Junior Division of the United States Employment Service. No reports are published.

Office hours are from 8.30 a. m. to 5 p. m. The visiting of employers and schools, work on special problems, and so forth, are done at such hours as will not interfere with the office work.

The policy of the office is not to refuse to place its applicants in "blind-alley jobs" but to keep those so placed actively in mind for a change of employment or for promotion, provided their ability and training permit. The office places some certificated children, of whom there are very few (see p. 301). It seeks to return them to school, if possible, to supervise them during the certificate period, and to search for better openings for them when they are more mature.

Face of registration card, guidance and placement division, department of attendance and research; Minneapolis  
**PERSONAL RECORD**  
**MINNEAPOLIS PUBLIC SCHOOLS**

Name \_\_\_\_\_ Address \_\_\_\_\_ Phone \_\_\_\_\_

Date of Birth \_\_\_\_\_ Parents' Birthplaces \_\_\_\_\_ Parent's Occupation \_\_\_\_\_

School \_\_\_\_\_ Grade \_\_\_\_\_ Date \_\_\_\_\_ Course \_\_\_\_\_ Special Training \_\_\_\_\_

Penmanship \_\_\_\_\_ Typing \_\_\_\_\_ Stenog. \_\_\_\_\_ Bookkpg. \_\_\_\_\_ Trade Subj. \_\_\_\_\_

Scholarship—(1) (2) (3) Punctuality—(1) (2) (3) Courtesy—(1) (2) (3) Perseverance—(1) (2) (3) Accuracy—(1) (2) (3)

Honesty—(1) (2) (3) Self-reliance—(1) (2) (3) Initiative—(1) (2) (3) Leadership—(1) (2) (3) Habits—(1) (2) (3)

Industry—(1) (2) (3) Reliability—(1) (2) (3) Co-operation—(1) (2) (3) Intelligence—(1) (2) (3) Attractive—(1) (2) (3)

Health—(1) (2) (3) Physical Defects \_\_\_\_\_

I. Q. or score \_\_\_\_\_ School activities \_\_\_\_\_ Work recommended \_\_\_\_\_

Remarks: \_\_\_\_\_ Adviser \_\_\_\_\_ Date \_\_\_\_\_

Below this line to be filled in at Placement Office

**PREVIOUS EXPERIENCE**

Employer	Address	Work	Time	Wage	Why Left	Employers' Estimate

Cancelled	Re-opened	Inquiry Sent	Result of Test
289 (SM 4-24 V)			Size (1) (2) (3) Ht. _____ Wt. _____ Personality (1) (2) (3) Dress—Well ( ) Neat ( ) Slack ( )

Name \_\_\_\_\_ Address \_\_\_\_\_ Tel. \_\_\_\_\_ Kind of work \_\_\_\_\_





EMPLOYER'S ORDER CARD

MINNEAPOLIS PUBLIC SCHOOLS

Firm \_\_\_\_\_ Address \_\_\_\_\_ Phone \_\_\_\_\_  
 Industry \_\_\_\_\_ Product \_\_\_\_\_ Street Cars \_\_\_\_\_  
 Employment Manager \_\_\_\_\_ Hours \_\_\_\_\_ Sat. \_\_\_\_\_ Noon \_\_\_\_\_ Vacation \_\_\_\_\_  
 No. of Employees under 21 M. \_\_\_\_\_ F. \_\_\_\_\_ Age Limit \_\_\_\_\_ Preferences \_\_\_\_\_  
 Wages \_\_\_\_\_ Piece, Hour, Day, Week \_\_\_\_\_ Increase \_\_\_\_\_ Maximum \_\_\_\_\_  
 Seasons: Rush \_\_\_\_\_ Dull \_\_\_\_\_ Working Conditions \_\_\_\_\_ Physical Condition \_\_\_\_\_  
 Training offered \_\_\_\_\_ Promotional Possibilities \_\_\_\_\_  
 Remarks: \_\_\_\_\_

[illegible]

Kind of position

[Actual size 8 by 5 inches]



Reverse of combination of firm investigation and employer's "order" card, guidance and placement division, department of attendance and research; Minneapolis

## THE MENTAL-TESTING PROGRAM

In January, 1923, the duties of the research division of the department of attendance and research were enlarged to include the supervision of tests and measurements in the public schools. Prior to that time most of the psychological testing in the schools was for the purpose of discovering mentally subnormal children for special classes.

The staff of the division consists of a director, a research assistant, and a mental examiner—all on a half-time basis—and two clerks. The director is associate professor of education and head of the department of theory and practice of teaching at the University of Minnesota; the mental examiner has had graduate work in educational psychology, was formerly a university assistant professor of psychology, and has had extensive experience in mental testing. The research assistant holds a master's degree in education and has had experience as a teacher.

The mental examiner herself examines all cases considered for admission to the special classes for subnormal children, in compliance with the State law allowing \$100 for each pupil registered in an ungraded class.<sup>6</sup> Problem cases may be referred to the child-guidance clinic of the University of Minnesota.

Other psychological tests are given and scored by teachers and principals, and the chief work of the division since its establishment has been training teachers in testing and making use of the test results. A large number of these teachers have had university courses in testing and measurements, and many more are reported as taking such courses. All, however, are required to attend the brief course in training given by the director of the division. This consists of a general meeting on testing, followed by two meetings of small groups of teachers, at which the director lectures, gives tests, and observes and corrects practice tests given by the teachers. Following this instruction each teacher gives practice tests in her own school under the observation of a member of the research division.

Tests are extensively administered and are used as a factor in classifying. Where classification on the basis of mental levels has been effected experiments in modifying the curriculum are being tried, but whether modification should take the form of enriched courses or fast-moving classes for the more able group has not been finally determined.

All kindergarten children soon after entering school are given the Detroit kindergarten individual intelligence test, which is used as one basis for promotion into the first grade. In practically all first grades use is made of these ratings in grouping children according to their mental ability. All sixth-grade pupils about to enter junior high school or the departmentalized grades (see p. 312) are given the Haggerty Delta No. 2 group intelligence test and all eighth-grade pupils the Terman group test for classification in the first year of junior high school and in the last year of junior and the first year of senior high school, respectively. A group mental test is given all high-school pupils, and the results are used as a basis

<sup>6</sup> Minnesota, Acts of 1921, ch. 366, sec. 4.



for educational guidance. This may consist in urging children of good ability to give more attention to their school work or in putting a failing child into a class in which the scope of the subject matter is more limited than in the regular classes. In a considerable number of elementary schools also where there has appeared to be special need group mental tests and achievement tests have been given. The use made of these tests has varied in different schools. In all schools first-grade pupils with poor scores and in some schools pupils of all grades with poor scores are put into a class for special coaching; in the first grade this is done on the basis of an achievement test in reading, in other grades on the basis of both achievement and intelligence tests. In two schools all retarded children are put into slow-moving classes doing the work of their grades at half speed. In one junior high school an adjustment class is maintained for pupils retarded by inferior mentality, absence, physical defect, or other handicap.

During the school year 1922-23 approximately 23,828 group tests and 750 individual tests for entrance to the first grade were given under the direction of the research division. The children given group tests constituted 32 per cent of the net enrollment of the public day schools.

Achievement tests in all fundamental subjects are being given throughout the school system, and standard achievement tests in high-school subjects have been given in the high schools. In the Girls' Vocational High School (see p. 312) achievement tests in arithmetic, spelling, and reading are used definitely as an aid in guidance.

The division is cooperating in a study of the reliability of a large number of vocational tests which is being made in the schools under the direction of the department of psychology of the University of Minnesota.

## OTHER VOCATIONAL-GUIDANCE ACTIVITIES IN THE SCHOOLS

### SCHOOL COUNSELING

The extent and type of counseling in any school depend upon the interest of the individual school principals and teachers and the special needs of the school.

In most of the high schools the work of the visiting teacher is supplemented by "advisers" appointed from among the regular teachers. The advisers discuss with entering pupils their choice of courses for the year and present to them at the beginning and at every subsequent interview the possibility of specialized training, including college courses. The advisers also make every kind of adjustment relating to school programs. In one school advisers are aided by a "scholarship committee" appointed from among the teaching staff to interview all children in danger of failing in a subject. During each period of the day in an office set aside for the purpose some teacher on the committee is ready to interview the children sent to her. On the basis of an individual intelligence test which is

given failing pupils (see p. 310) a decision is reached as to the advisability of the child's continuing his course or changing to another.

In the junior high schools the principal is in charge of the school counseling program. He is assisted by the visiting teacher and by home-room and shop teachers. Most of the counseling is in connection with the choice of courses by eighth and ninth grade pupils (see p. 312). The principal confers with all eighth-grade pupils in groups with reference to programs for the following year. Any pupil who after enrolling in a course is dissatisfied or is making unsatisfactory progress is interviewed personally by the principal, who attempts to adjust the difficulty. Talks on senior high school courses are given groups of ninth-grade pupils before they choose their senior high school course. The principal studies each pupil's choice of a senior high school course in its relation to his school records and interviews those whose selections seems unwise. All would-be withdrawals from school are interviewed by the visiting teacher, and every effort is made to persuade them to continue in school, even if they are over 16 years of age. Special meetings are arranged for pupils who have definitely decided to leave school, at which the principal advises pupils with regard to the future. According to a study made several years ago in one of the junior high schools, 95 per cent of the pupils in the eighth grades go on to the ninth, and more than 97 per cent in that grade continue into the tenth.

#### COURSES IN VOCATIONAL INFORMATION

Beginning with the second semester of the school year 1923-24, all ninth-grade pupils are required to take a course in "community-life problems" five hours a week (in four senior high schools, 45-minute periods) throughout the year. The course is given by civics teachers. Three weeks of it are devoted to a study of occupations, for which the department of attendance and research has provided a pamphlet<sup>7</sup> containing the following chapters: Why work and why go to school; The need of training; The ways in which people earn a living in the United States; Principal occupations in Minnesota; Principal occupations in Minneapolis; Reasonable and unreasonable choices in occupations; The analysis of an occupation; Bibliography; and an appendix giving statistics of occupations for the United States, Minnesota, and Minneapolis, and a summary of Minnesota laws regulating the employment of women and minors. In connection with the study of occupations groups of students conducted by the teacher visit industrial and business firms to observe at first hand production and working conditions. A list of 50 typical industries in Minneapolis has been prepared by the department for the use of teachers in planning these visits. The same course is given at the Girls' Vocational High School.

For several years vocational talks have been given regularly in one of the junior high schools by outside speakers representing various occupations and in another by the vocational instructors of the school.

<sup>7</sup> A Study in Occupations for Classes in Community-Life Problems. Minneapolis Public Schools, Minneapolis, 1923-24.



## THE SCHOOL ORGANIZATION AND CURRICULUM IN RELATION TO GUIDANCE

### JUNIOR HIGH SCHOOLS

One of the most important of the far-seeing recommendations resulting from the Vocational Survey of Minneapolis in 1912 (see p. 295) was that regarding the reorganization of the schools on the 6-3-3 plan. This program of reorganization, begun in 1917, is gradually being put into effect. In 1923-24 the city had six junior and two junior-senior high schools caring for 63 per cent of the children of the seventh, eighth, and ninth grades. All except one of these schools were housed in buildings especially planned for high-school use. The remaining school population in the two last years of the grammar school are cared for in departmentalized grades.

The recognition of the junior high school as a vocational-guidance agency is shown not only by the program of vocational counseling instituted in at least two of them and in the sectioning of classes into rapid-moving, slow-moving, and average groups on the basis of mental ability, which have already been described (see p. 309), but also in the opportunity for vocational try-out experience offered through the course of study. In the seventh and eighth grades boys are given try-out work for 10-week periods in printing, electricity, sheet metal, woodworking, and mechanical drawing, and, in one school, automobile mechanics. Any of these courses may be elected in the ninth grade. Typewriting also is offered as an elective in the ninth grade. Girls may elect printing, but it is reported that few do so. With this exception practical work for girls is confined to cooking, sewing, home management, typewriting, and commercial art.

The success of the junior high school as a means of keeping children in school longer than they would otherwise remain has been shown in the experience of Minneapolis as in other cities.

Figures compiled recently show that, since the Franklin Junior came into existence the number of withdrawals at the close of the eighth year have decreased from 20 per cent to 8 per cent in spite of the fact that a large section of the better residential district has been transferred to other school districts. At the present time the enrollment is about as large in the ninth year as in the seventh or the eighth year. \* \* \*

Again, there is a decided tendency for all pupils who finish the ninth year to go into the tenth year. Ninety per cent of the pupils finishing the Franklin during the year 1919-20 went on to a higher school; during 1920-21, 97 per cent went on, and of those finishing during the past term 99 per cent continued with their schooling.<sup>8</sup>

### VOCATIONAL COURSES

Secondary education preparing for a definite vocation is offered by each of the five regular high schools only in commercial work. Other courses in these schools permit specialization in academic subjects, industrial arts, art, or music. In addition a four-year high-school course especially planned to train boys to enter managerial positions in industry is offered in three schools.

Trade education for girls of 14 years and over who have completed the eighth grade is offered by the Girls' Vocational High

<sup>8</sup>The League Scrip, January, 1922, p. 6. (Official publication of the Minneapolis Teachers' League.)

School. Two-year courses have been offered for some years in trade dressmaking, trade millinery, power-machine operating, salesmanship (with a salesroom in the school for practice purposes), office work, commercial cooking, telegraphy, and junior nursing. Three hours a day are given to trade training and three hours to related and general subjects. Because of the existence of the Dunwoody Institute, an endowed school offering free of charge to residents of Minneapolis intensive training in a number of trades, no day trade courses for boys have been offered by the public schools until recently. Now, however, because of the large number of applicants admission is practically limited to boys of 16 years or over who have completed the eighth grade; and in order primarily to provide training for boys who can not meet these requirements special courses for boys have recently been offered by the board of education at the Girls' Vocational High School. The work offered includes automobile repairing, electrical work, steam engineering, drafting, office work, commercial cooking, salesmanship, and telegraphy.

### SPECIAL CLASSES

The school system maintains 30 rooms for mental defectives, with 15 pupils in each.<sup>9</sup> Two schools have special classes for the higher-grade defectives, in which it is possible to give more academic instruction than in the special rooms. There are seven sight-saving classes and classes for the blind and five teachers instructing children with speech defects, though these children are not segregated from the regular classes. All these classes are under a supervisor of special classes. One school has five classes for the deaf under the supervision of the principal. A school for crippled children is maintained with an enrollment of approximately 130 pupils, and also an open-air school for tuberculous children and a school for tuberculous children at one of the hospitals.

### SUMMARY

For about 10 years organized vocational-guidance activities have been carried on by the public schools of Minneapolis. Such activities are now conducted by the department of attendance and research of the public-school system, which enforces the compulsory school-attendance and employment-certificate laws, takes the school census, collects and tabulates school statistics, administers a mental and educational testing program, conducts a placement division, and supervises the work of 18 visiting teachers within the schools.

Although the duties of the visiting teachers in Minneapolis, as in most cities, are concerned mainly with social readjustments, they include to a limited extent educational and vocational counseling, chiefly of children of employment-certificate age or those withdrawing from school. All other counseling within the schools is dependent upon the interest taken by individual school principals; assistance in the choice of courses is given in most of the high schools by advisers from the teaching staff and in the junior high

<sup>9</sup> The number in special rooms is six-tenths of 1 per cent of the net enrollment (74,919) of the Minneapolis day schools in 1922-23.



schools by the principals. A course in occupational information, required of all ninth-grade pupils, is planned and supervised by the department of attendance and research.

A program of psychological testing in the schools is also under the immediate direction of the department and is carried on by trained psychologists in the department, assisted by teachers trained in testing by the department staff. In practically all schools the results of mental tests, which are administered to all kindergarten, sixth-grade, eighth-grade, and high-school pupils, and of achievement tests, which are likewise given extensively, are used as factors in classifying students for teaching and guidance purposes.

Placement is carried on by the department in cooperation with the Junior Division of the United States Employment Service. All children 16 years of age and over who are graduating from high school or are withdrawing from school are registered automatically. The latter are interviewed personally at their schools by the placement counselors. Few children under 16 are permitted to go to work, and these only because of economic necessity. Children of certificate age are interviewed by one of the department counselors in charge of issuing certificates, who makes the necessary family investigation and maintains a systematic follow-up of all children working on certificate.

The schools have been in process of reorganization on the junior high school plan since 1917, thereby affording pupils an opportunity for try-out experience in several lines of work. Trade education in a limited number of occupations is provided for both boys and girls in a vocational high school open to eighth-grade graduates.

## SEATTLE

### HISTORY OF VOCATIONAL-GUIDANCE ACTIVITIES

Vocational-guidance activities in Seattle have been conducted from the beginning under the auspices of public-school authorities and as a public-school function. The history of these activities falls into two distinct periods separated by several years. The first period was primarily one of investigation and experiment, carried out by a volunteer worker, with gradual incidental development of informal facilities for the advising of individual boys and girls, and culminating in the recommendation of a program of organized vocational-guidance activities. The second witnessed the development of vocational guidance and junior placement under the direction of a central "vocational department" of the public schools staffed with a corps of salaried workers. Although a year or two of inactivity passed between these periods the continuity of the program was not entirely broken, for the organization of the work at the beginning of the second period followed in a general way the organization recommended as a result of the earlier investigation and experimentation.

The experimental period covers approximately three years, from 1913 to 1916. Its beginning is described as follows by the volunteer investigator who carried on the work:

In September, 1913, at the request of the board of education, I undertook as a volunteer worker a study of the number, age, and type of pupils who had dropped out of the public schools without completing the full 12-year course and their reason for so doing, the occupation entered by these pupils, and the degree of success with which they were meeting their vocational responsibilities.

The purpose of this study was to ascertain whether the material and method of our school curriculum were adapted too largely to the school problems of pupils or whether it were also helpful to them in adjusting to life's problems; whether by the use of different materials and methods we might be of more permanent service to the eliminated pupil.<sup>1</sup>

As a result of the findings of this survey, the board of school directors in July, 1915, requested the investigator "to study the advisability of vocational guidance in connection with the public-school system, to recommend plans for the organization of vocational guidance, and to suggest any changes in the school system which this new interpretation of education might indicate as desirable."<sup>2</sup> The report of the second inquiry, published in the fall of 1916, was devoted chiefly to a vocational-guidance program for the public schools, the principal features of which were as follows:

1. Supervision by a single department of the enforcement of the school-attendance law and the issuance of work permits; of evening-school instruction;

<sup>1</sup> Reed, Anna Y.: Vocational-Guidance Report, 1913-1916, p. 7. Board of school directors, Seattle, Vocational Publication No. 2. November, 1916.

<sup>2</sup> *Ibid.*, p. 5.



and of all vocational-guidance efforts in the individual schools, including vocational-information courses; and of any placement activities undertaken.

2. The development and introduction in the grammar-school curriculum of a course of vocational information adapted to the needs of pupils 12 to 15 years of age.

3. Vocational guidance in the high schools through (a) the school librarian; (b) the classroom teacher; (c) participation of students in civic-industrial clubs.

4. Placement "unsolicited but responded to when asked."

5. A system of vocational counselors or assistants "attached to the central office who visit each school on assignment."

6. Special examinations for attendance officers and vocational assistants.<sup>3</sup>

This report is unusual among studies made with a view to recommending a vocational-guidance program for a public-school system in that considerable attention is devoted to a study of the educational defects, such as errors in grammar, lack of speed and accuracy in arithmetic, and failure to know the fundamentals of geography, reported by employers as hampering the vocational success of their young employees, and to suggestions for remedying these defects.

In the course of the surveys information regarding minors' occupations was gathered, and a report on newspaper selling and carrying<sup>4</sup> was published in 1917. This report attempts to point out the vocational possibilities as well as the disadvantages of newsboy service.

Considerable experimentation in practical vocational-guidance methods was also made in the course of these three years of investigation. Children and their parents began to call upon the investigator for information and advice regarding wage-earning opportunities, and the project, originally one of investigation only, gradually altered to include vocational counseling. The extent of this advisory program is indicated by the fact that 2,727 "office interviews" were reported during the school year 1915-16, 2,210 representing calls at the office by children or their parents. Many came for what would be regarded as educational guidance and others for work permits (most of which during that year were issued from the office of the investigator), but a number desired placement or advice regarding occupations. One hundred and twenty-three full-time and 69 vacation and after-school placements were made during the year.

Each applicant for employment coming from the schools was required to bring with him a filled-in blank from his teachers regarding the extent to which he met the qualifications, such as courtesy, promptness, accuracy, which it was found most employers demanded.<sup>5</sup> Applicants sent out to apply for positions were required to take this statement with them for the information of the prospective employer. The blanks were said to have been valuable in enabling pupils to realize that habits formed in school make either for success or for failure in business life.

In the spring of 1914 the board of education gave the investigator an office in its own quarters. For the school year 1915-16 the sum of \$1,800 was appropriated by the board of school directors for the rent of an office, stenographic service, the printing of reports, and

<sup>3</sup> Reed, Anna Y.: Vocational-Guidance Report, 1913-1916, pp. 21, 24, 34, 68, 70. Board of school directors, Seattle Vocational Publication No. 2. November, 1916.

<sup>4</sup> Reed, Anna Y.: Newsboy service; a study in educational and vocational guidance. Yonkers-on-Hudson, N. Y., 1917. A questionnaire sent to school children in June, 1915, had indicated that newspaper selling and carrying and domestic service were the principal occupations in which school children were engaged.

<sup>5</sup> Reed, Anna Y.: Vocational-Guidance Report, 1913-1916, pp. 86, 106.

other expenses essential to the continuation of the survey and the advisory program that had developed incidentally.

In July, 1916, the board of school directors voted to establish a "vocational department," to be organized according to the plan recommended by the investigator. (See p. 315.) This program, however, was delayed for some years, and it was not until the latter part of 1918 that the present vocational department (known also at different times as the department of attendance and vocational guidance and as the vocational-education department) was established. This department brought together two existing activities, the enforcement of school-attendance laws and supervision over evening schools.<sup>6</sup> The scope of these activities has been widened considerably since the organization of the department, and a number of other activities, some of which were contemplated in the original plan for a vocational department, have been developed. Vocational guidance and placement were definitely organized in 1920, and supervision of the continuation schools became a function of the department in 1921, when part-time education for employed minors became operative in Seattle. The department also conducts opportunity classes for retarded or difficult pupils of normal mentality who are 14 years of age or over and directs a cooperative retail selling course for high-school seniors. (See pp. 327, 329.)

## ORGANIZATION AND ACTIVITIES OF THE VOCATIONAL DEPARTMENT<sup>6a</sup>

### ORGANIZATION

The work of the vocational department, as at present organized, falls into the following main divisions:

1. Law enforcement.
  - (a) Enforcement of the compulsory day and part-time school-attendance laws.
  - (b) Issuance of work permits.
2. Investigation and adjustment of cases of delinquency among school children.
3. Administration of part-time, evening, opportunity, and vocational classes.
4. Vocational guidance and placement.
  - (a) Planning and supervising vocational-guidance activities in the schools.
  - (b) Placement.

In the school year 1922-23 the staff of the department consisted of nine persons—the director, a supervisor of attendance, two attendance officers, one home visitor, two "coordinators," and two clerical workers. The director of the department has had a number of years of experience in the Seattle public schools, both as teacher and as administrator, and previous to his appointment as vocational director was vice principal of one of the high schools. Dur-

<sup>6</sup> Establishment by this department of voluntary part-time classes for persons "actually employed at a trade or engaged in industrial pursuits" was also contemplated when the department was created, but a compulsory continuation-school law was passed in the following February and the voluntary classes were never begun.

<sup>6a</sup> For the school year 1923-24 unless otherwise indicated.



ing the last year he has been appointed assistant superintendent of schools and is at the present time responsible for the supervision of high schools as well as for the work of the vocational department.

Responsibility not only for the administration of the attendance law, in which he is assisted by the attendance officers and the home visitor, but also for the issuance of work permits is lodged with the supervisor of attendance, who also represents school interests in juvenile-court cases involving public-school children. More and more the attendance staff is assuming responsibility for the investigation and adjustment of cases of delinquency in the schools or among children of compulsory school attendance age, and the entire time of the home visitor, a woman, is given to handling cases of delinquency among girls. The two attendance officers, both men, devote about four-fifths of their time to cases arising from truancy or nonattendance and most of the remainder to delinquency cases among school boys. The attendance division also checks up the returns of the annual school census, which is taken, however, under the direction of the secretary of the school board. The required qualifications for supervisor, attendance officers, and home visitor include at least two years of a college course and experience in teaching or school administration and social service or probation work. The salaries of the attendance officers, and home visitor are \$15 a month less than the maximum for high-school teachers.

The attendance law for part-time pupils is enforced by the teachers of the part-time school with some assistance from the two coordinators of the vocational department. Only cases in which police authority is needed to secure compliance with the law are referred to the attendance officers.

The two coordinators share the responsibility of assisting the director in all the remaining activities of the department. These include—

- (1) Assisting in planning and supervising the work of the part-time schools, the industrial courses in the evening schools, and a retail selling course for high-school seniors. This work includes the establishment of contacts with employers of students enrolled in these schools and investigation of the trade and commercial fields with a view to modifying the course of study to fit the needs of business and industry and of individual pupils.

- (2) Interviewing all applicants for work permits and passing on the economic necessity of employment.

- (3) Placing minors between 14 and 21 years of age, including following up workers who are placed.

- (4) Conducting teachers on trips to industrial and business establishments.

The development of a vocational-guidance program has been the function chiefly of the director, with some assistance from the coordinators.

The qualifications required of persons appointed as coordinators include graduation from a college or university of recognized standing and experience in teaching and in business or industry. The present coordinator for trades and industry, who is an electrical engineer by profession and has also learned the machine and electrical trades, has had a number of years of experience both in the

engineering field and as a teacher. The coordinator for commercial subjects, who holds a master's degree and has been a teacher in the Seattle schools for a number of years, has also had practical experience on the sales and advertising staff of one of the leading department stores of the city. Coordinators are paid at the same rate as heads of high-school departments.

The vocational department, with other administrative offices of the public-school system, occupies space in a centrally located downtown office building. The offices consist of a central room, which serves as a waiting room and accommodates the clerical force, a large counter separating the two sections; and five smaller offices opening into the waiting room. The director's office is on the same floor but is not included in the unit containing the other rooms of the vocational department.

### THE VOCATIONAL-GUIDANCE PROGRAM

The aim and methods of the vocational department as a vocational-guidance agency have been thus summarized by its director:

#### 1. Purposes.

- (a) To effect a liaison between school and the workaday world.
- (b) To check up on the school product from the vocational standpoint, as the observer with the artillery takes an advance position where he can see and signal back whether the artillery is hitting the mark.
- (c) To correlate the school curricula with life and the local community.

#### 2. Methods.

- (a) To investigate the fields of business and industry as a basis for all of its activities.
- (b) To work from the outside in—shaping the school program of the department in relation to the conditions outside.

An organized program for the extension of its vocational-guidance activities to reach boys and girls before they leave school is one of the most recent developments of the department. Conferences and addresses on vocational-guidance topics were conducted in the schools under the auspices of the department as early as 1919, and two mimeographed compilations for students, entitled "Lists of advised subjects for various vocations, with vocational-information bibliography," and "Vocational relation of high-school subjects," were issued by the department in the fall and winter of 1920. But it was not until the fall of 1921 that provision for giving vocational information and counsel was made. Activities within the schools as outlined by the director of the department include the following:

#### 1. Presentation of information relative to basic vocations:

- (a) To teachers through conferences.
- (b) To pupils through courses and speakers.

#### 2. Presentation of information relative to local industries to pupils and teachers through trips and exhibits.

#### 3. Encouraging and helping pupils in upper grades:

- (a) To select subjects on basis of vocational interests.
- (b) To test their interest and aptitude for any vocation by their experience with the subjects related to that vocation.

### SCHOOL COUNSELING

In order to fix responsibility for carrying out the vocational-guidance program in each school on some one person on the school



staff, the vocational department requested each elementary and high school in the fall of 1921 to appoint a teacher to serve as "vocational-guidance assistant." No special qualifications are required of appointees except an interest in the vocational-guidance program. In the elementary schools an eighth-grade teacher has usually been appointed. In the high schools the two teachers who are, respectively, the boys' and the girls' advisers, serve also as vocational-guidance assistants. In all the high schools the girls' advisers have been given a light teaching schedule and have from 40 to 80 per cent of their time free for advisory work; no other vocational-guidance assistants have as yet any time free for their new duties. Although in developing a guidance program the vocational-guidance assistants represent the director of the vocational department, they can not initiate activities without the consent of their principals.

Various means are employed to interest and assist teachers and school principals in the vocational-guidance aspects of education. The vocational-guidance assistants are organized by high-school districts, each of which includes 10 or more grade schools. Each district has its elected officers, who represent the group at conferences and on a standing coordinating committee representing all the schools of the city. At the time of the survey only one of these units was active. It was making a study of the high-school experience of the eighth-grade graduates in its district in regard to whether or not definite advice on secondary-school courses was given pupils before leaving eighth grades by teachers or vocational assistants; whether or not pupils enrolled in the courses so recommended; if they had not enrolled, what was the reason; and if they had enrolled, whether or not they had made good. A staff meeting of all vocational-guidance assistants is held about four times each semester. A "Vocational-Guidance News Letter," a mimeographed bulletin of three to seven pages, is issued by the department every few weeks. It carries detailed information on guidance in the different schools and the various activities inaugurated by the department for the information and use of teachers and vocational-guidance assistants, such as vocational-guidance conferences in the schools and vocational trips for teachers and pupils. It gives also more general information, such as descriptions of vocational-guidance work in other cities, lists of books and articles on vocational guidance, local statistics of occupations, and data on vocational opportunities.

About eight visits a year to places of employment are arranged and conducted on Saturdays by the vocational department for vocational-guidance assistants and other teachers who may be interested. These visits have been made to the principal manufacturing and commercial establishments in and about the city, to coal mines and paper mills in the vicinity, and to docks and ships and other places where port activities are carried on. They are planned and personally conducted by the director in cooperation with the coordinators and are said to have proved very helpful in stimulating the interest of the school body in the vocational-guidance program.

As an aid in counseling the vocational department, in cooperation with the vocational-guidance assistants of the several schools, is working out a permanent record blank to follow students from the seventh or eighth grade through the high school. Where this card is finally to be filed has not yet been determined.

Almost the only guidance activity now common in all elementary schools is the assistance given eighth-grade pupils in the choice of a high-school course.

In one high school individual educational and vocational counseling is carried on by the girls' adviser although she has numerous other duties. This adviser teaches only two periods a day. Her guidance activities center about the adjustment of individual courses, group discussions of educational opportunities, individual interviews with failures and "drop outs," and placement for part-time work. She conducts a group meeting for entering pupils to discuss first-year programs, following which she sees individual students regarding readjustments in their courses. She interviews all girls doing unsatisfactory school work and seeks to discover and remove the causes. In some cases this involves arranging for mental tests, in some, seeking the aid of social agencies. She makes many placements for part-time work in domestic service in families personally known to her. For other types of part-time work or for permanent employment she refers pupils to the central placement office with full instructions when necessary in regard to obtaining employment certificates. She regularly meets groups of fourth-year students planning to go to college for discussion of the various colleges and their entrance requirements.

#### LECTURES AND COURSES GIVING VOCATIONAL INFORMATION

For high-school pupils a course of 15 addresses on occupations has been organized by the department for the last two years. The department plans the program and selects the speakers, who are supplied with mimeographed suggestions requesting them to cover the following points: Nature of work; qualifications; opportunity—i. e., whether or not the vocation is crowded; its disadvantages and rewards, financial and otherwise; how a start may be made; high-school preparation for the vocation; preparation—beyond high school; related occupations—a brief descriptive statement of occupations which are related to each vocation, and for which the same preparation is essential; biographies—the names of 5 or 10 men or women who have been or are distinguished in a particular vocation will provide a suggestion for biographical studies; trade literature.<sup>7</sup> The first address is given by the director of the department, the succeeding ones by men and women engaged in the various occupations described. The talks are given from 8.10 to 8.40<sup>8</sup> one morning each week during the second semester. Five of the seven high schools gave the course in 1921-22, four in 1922-23. Attendance is voluntary, and the pupils from any class may enroll. From 25 to 75 students in each of the schools enrolled in 1922-23 for the entire series. The following subjects were covered in both years: The world's work, what we want to know and why, teaching, engineering, lumber industry, agriculture, exporting and importing, medicine, journalism, merchandising, skilled trades, law, nursing, accountancy, and social service.

<sup>7</sup> Suggestions for the preparation of information relative to vocations. Vocational department, Seattle public schools. (Mimeographed.)

<sup>8</sup> The regular school day begins at 8.50 a. m.



It is not the plan of the department to make these assembly talks the sole means of conveying vocational information regularly to school children. They have been instituted to fill this need "until an acceptable plan is devised for making a course in occupations a regular part of the curriculum."<sup>9</sup> The preparation of such a course of study for first-year high-school pupils is now under way in the vocational department. The course will include the study of 31 "basic" vocations<sup>10</sup> and their relation to the school program, industrial and occupational statistics of Seattle, a comparison of Seattle with other cities in respect to occupational life, and the principal provisions of the school-attendance and child-labor laws of the State.

The department has also prepared a bulletin of suggestions for vocational-guidance theme topics and exercises for use by teachers in the upper elementary grades and high schools in connection with the work of the regular curriculum, especially civics and English. Mimeographed leaflets giving vocational information are distributed to students from time to time. One of these leaflets, addressed to eighth-grade students, deals with the practical value for wage earning in the commercial field of a high-school course as compared with a course in a business school. A printed booklet, entitled "A Letter of Explanation to the Pupils Entering the Seattle High Schools" and distributed to eighth-grade graduates, describes the various high-school courses and points out the importance of care in choosing a course.

#### EMPLOYMENT-CERTIFICATE ISSUANCE IN RELATION TO VOCATIONAL GUIDANCE

The issuance of all work permits in Seattle is in the hands of the vocational department. Under the child-labor and compulsory school-attendance laws of the State<sup>11</sup> and the rulings of the local board of school directors two kinds are issued: The "labor permit" required under the child-labor law for girls under 16 and for boys under 14 years of age; and the "permit to leave school and enter employment" required under the part-time school law, in cities which have established part-time schools, for all minors between 14 and 18 who have been excused from attendance at regular full-time schools to go to work. The supervisor of attendance of the vocational department issues the part-time school permits under the provision of the law which delegates the issuance to the local board of school directors or to a "permit officer" designated by this board. He also issues the labor permits, for although according to the provisions of the child-labor law they must be signed by the superior-court judge of the county in which the applicant resides, in Seattle the actual issuance has been delegated to the permit officer under the part-time law, and the permits are merely countersigned by the superior-court judge.

<sup>9</sup> Vocational-Guidance News Letter, Feb. 23, 1922.

<sup>10</sup> Accountancy, agriculture, architecture, banking, catering, commercial art, dentistry, dietetics, drafting, engineering, general business, homemaking, insurance, journalism, law, librarianship, mechanic, medicine, millinery, ministry, music, navigation, nursing, pharmacy, printing, public-health service, retail selling, salesmanship, secretary-commercial, social service, teaching.

<sup>11</sup> Pierce's Code, 1912, title 135, sec. 389; title 291, sec. 151; Acts of 1919, ch. 151.

Permits of either type are issued only on the basis of personal or family need or personal welfare. In addition, permits to leave the regular full-time school may be issued to 14-year-old children only if they have completed the work of the eighth grade or "can not profitably pursue further regular school work." Some children of the latter group are excused only after mental tests have established their inability to profit by more schooling (see p. 330). Although the supervisor of attendance of the vocational department is responsible as permit officer for the final decision in regard to permits, the recommendation as to whether or not a permit should be issued is made by one of the two coordinators of the department—the man for the boys, the woman for the girls—who interview all applicants and make all necessary investigations in regard to economic need. In interviewing an applicant the coordinators inquire into the family income and the child's own wish with reference to leaving school for work. Whenever the coordinators believe the child will benefit by remaining in school they urge him to do so, and they find part-time employment for many children to enable them to continue regular school work. It is estimated that about 5 per cent of the applications are refused on the ground that evidence of "family need" or evidence that going to work is for the child's welfare is lacking. Where the statement made by the child regarding the family income indicates that economic need can not be claimed the case is investigated; otherwise the permit is issued on the basis of the interview with the child in the office of the vocational department. Such factors as the number of children in the family who are below working age and the occupation and health of the parent are taken into consideration, but no budgetary or other scientific standard of financial need is applied. Investigations are also made by the coordinators when the occupations for which permits are requested are suspected of being hazardous. No physical examination of applicants for work permits is required by law.

Vocational advice is not given as a matter of routine, but in many cases, especially where applicants have not obtained positions before applying for certificates, advice is given and the children are referred to positions. The fact that those to whom permits are issued remain to their eighteenth birthday under general supervision, as to both schooling and employment, of the coordinator responsible for recommending their certification gives an opportunity for the continuous vocational guidance of all minors working on certificates.

### PLACEMENT

Since 1920 the vocational department has included placement among its activities. It furnishes the only organized junior employment service in the city, though a few of the schools, especially those giving commercial courses and the school for mentally subnormal children, make some placements. The work is supported entirely by the school budget.

Although it has been in existence but a short time the school employment office is well known in the community, with the result that it places an unusually large proportion—estimated by the di-



rector of the vocational department as one-fifth—of the children leaving school for work. Most of the registrants are referred by the public schools and consist of the children working on employment certificates; only about one-sixth of the registrants are over 18 years of age. Principals, school advisers, and vocational-guidance assistants are referring to the office an increasingly larger proportion of school graduates and pupils withdrawing from school; and through judicious publicity, including letters to employers and newspaper items and articles, the office attempts to keep its activities before employment managers, social agencies, and the general public. The local labor unions cooperate by sending to the office applicants for apprenticeship who are too young to be taken into the trade, in order that they may be placed and registered for trade classes in the continuation school; apprentices in order that they may be entered in continuation-school classes for additional training; and, less often, apprentices for placement in their trades. So also the State employment bureau refers applicants under the age of 18 and employers' "orders" for these young workers. The Young Women's Christian Association employment bureau refers all applicants under the age of 18. The police department sends to the office children and young persons found idling on the streets, and the juvenile court and other social agencies make use of the service. Some students at the University of Washington are placed for part-time work.

The following table shows the number of placements of different kinds made during the school year 1922-23:

*Placements made in 1922-23*

Character of placement	Boys	Girls	Total
Temporary.....	178	83	261
Permanent.....	291	448	739
Part-time.....	368	36	404
Total.....	837	567	1,404

As an activity of the vocational department, which has a representative in every school, the placement service is naturally in close cooperation with all departments of the school system. Cooperation is stimulated by the fact that the placement secretaries in their capacity of coordinators share in the work of the continuation and evening schools and by virtue of their duties in connection with certificate issuance come into personal contact with applicants for work permits. (See p. 323.) The placement experience of the workers, on the other hand, is valuable in the preparation of vocational-guidance material issued by the vocational department.

Systematic visiting of employing establishments for the purpose of investigating working conditions or soliciting openings is not undertaken. However, through their contact with employers in their work as coordinators in the part-time schools, the placement secretaries are in a position to know a great deal about local business and industrial conditions, and about individual establishments, and have an opportunity to make known to many employers the work

of the placement office. One of the secretaries stated that four or five employers were visited every day either by themselves or by continuation-school teachers with whom they work in close cooperation. Occasionally letters are sent to employers soliciting positions for young workers. Membership of the secretaries in associations of business men and women and employment managers promotes cordial informal relations with employers.

Placement procedure in this office presents no unusual features. Only at the period of midyear graduations and at the beginning of the summer school vacation is there a large number of registrants at one time. The placement secretaries interview the children in private offices. Registrants fill out their own cards of application and if suitable positions are not immediately available are summoned when openings are found. Special solicitation for individual workers is often undertaken. A return postcard of introduction to the prospective employer is provided.

An effort is being made to obtain as a matter of routine such information regarding the registrant as the schools can supply. A telephone inquiry as to school standing and character is always made, usually by a clerk in the outer office while the applicant is in conference with the placement worker. Plans are also being made for the use of a cumulative record card in the schools, to be transferred to the employment office. A letter-writing test is given applicants for stenographic positions who are not graduates from high-school commercial courses. For all children from special classes the school record is obtained and a home investigation is made. Applicants who appear to be of subnormal mentality are referred to the psychological clinic for a mental test unless a mental-test record is available. All information in regard to the health, home conditions, and work experience of the majority of the applicants is obtained in the interview with the child. As has been stated, visits are made to the homes of children of employment-certificate age if doubt exists as to whether or not employment is "necessary" or for the children's welfare. (See p. 323.)

Because of their close contact with various departments of the schools the placement secretaries are fully informed regarding such opportunities for training and continued education as the city affords. The character of their knowledge of employing establishments has already been discussed. (See p. 324.)

The only systematic follow-up maintained by the placement office is in connection with children of subnormal mentality and continuation-school pupils. Because of lack of clerical assistance it is not always possible even to check up promptly on the return of the introduction card by those who have been referred to a position. But the lack of organized follow-up work is to some degree offset by the opportunities for informal inquiry of individual employers afforded the placement secretaries through their other activities.

Few records are kept in regard to either applicants or employers. The registration card contains only a few items on the education and vocational preferences of the applicant and his experience in his last position. It is being revised to provide more space for work experience. The cards of the applicants for whom the office is work-



ing to obtain employment are filed alphabetically. A separate alphabetical file is kept for applicants who have been placed. Employers' cards are filed alphabetically, each card representing an "order." There is no employers' investigation card. An annual report of activities is prepared for the superintendent of schools, and statistics of placement are compiled bimonthly. Information relating to the work of the placement office is frequently published in the "Vocational-Guidance News Letter."

## THE SCHOOL ORGANIZATION AND CURRICULUM IN RELATION TO GUIDANCE

### DAY SCHOOLS

The Seattle public day schools are organized on the 8-4 plan. Although boys and girls who have completed the eighth grade are permitted by law to leave the regular day school an unusually large portion (87 per cent) of the elementary-school graduates enter high school.

#### Study of Occupations in Elementary Schools.

At the beginning of the child's school life a foundation for the study of occupations is laid by the introduction in the primary grades of activities planned to give an understanding of the common needs of life and how they are met by society, and some efficiency in meeting simple every day experiences. Second-grade children make class excursions to study occupations carried on in the neighborhood and carry on such activities as the following:

Cooperative building of a representation of "Our neighborhood," being pushed by the leader to include all the institutional elements necessary for living in a cooperative community, the children seeing these agencies from the standpoint of how they help them.

Giving a Labor Day parade illustrative of the occupations of the community. Collecting a set of labeled pictures to illustrate "Our fathers at work." Collecting pictures to make charts illustrating different stores in the community.

Making a patriotic play on "What our city gives to us," introducing the characters of the fireman, the park man, the schoolmaster.<sup>12</sup>

#### Third-grade activities include:

Making collections of pictures of food-making tools—the churn; food-getting tools—the bow and arrow, traps, looms; transportation vehicles of olden times; workers of primitive times, Indian days, and to-day.

Tracing materials used for food, shelter, and clothing to their sources—"Who helped build your home?" Trips to near-by sources not too complex for children of this age to understand—the rattan factory, a basket factory, a sawmill, a table factory, lumber and coal yards.<sup>13</sup>

In each of these grades the children also give a sale or entertainment—a peanut sale or a flower sale—involving making change with real money, and run a play grocery store or a cafeteria.<sup>14</sup>

For an account of the study of occupations in the upper elementary grades see page 322.

<sup>12</sup> The Course of Study in Terms of Children's Activities for Kindergarten and Primary Grades, Seattle Public Schools, 1921, pp. 47-48.

<sup>13</sup> Ibid., pp. 59, 60.

<sup>14</sup> Ibid., pp. 47, 60.

### Opportunity Classes.

No opportunity is given students in the upper elementary grades for prevocational courses in different types of academic, commercial, and industrial work such as a good junior high school organization usually affords (see p. 3), but special opportunity classes are conducted by the vocational department for boys and girls 14 years of age and over who are of normal mentality<sup>15</sup> but who for some reason are failing to keep up with the regular grade work or who in other ways have difficulty in adjusting themselves to the work or life of the regular day school. Although there is no grade requirement for admission all the students have reached the seventh grade. Instruction in elementary sheet-metal work and woodworking is provided for boys and in cooking and sewing for girls. Two hours of shop work are given daily. The classes number about 20 students each. In 1922-23 there were three for boys, in which the pupils were classified according to their mental ability, and one for girls. The purpose of the classes is primarily to ascertain the aptitudes and interests of the pupil as a basis for decision concerning further education or placement. The fact that they are under the supervision of the vocational department insures adequate recognition of their function as a vocational-guidance agency and close cooperation with the placement office.

### Vocational Courses.

No vocational training other than commercial is offered in the regular day schools. All the high-school courses, including the commercial, are four-year courses, but commercial students who do not expect to be able to stay in school for the entire four years may elect practical subjects such as stenography and typewriting ahead of their regular place in the course. A one-year trade course in machine-shop practice for boys who were elementary-school graduates was offered for a short time in one of the high schools, but it did not appear to educational authorities to be meeting a real need and was therefore abandoned. High-school pupils now have a choice of six courses of study in addition to the commercial course—the academic, the general, the industrial-arts, the home economics, the arts and crafts, and the music course, several of which have at least prevocational value.<sup>16</sup> In the fall of 1921 a cooperative retail-selling course was introduced for high-school seniors of 16 years of age or over and other young persons of 16 or over who are employed in retail-selling positions. Special instruction in retail selling is provided by the schools for five hours a week (in addition to which the regular senior students take the regular high-school work for their year), and the cooperating stores agree after the first quarter of instruction to give employment to the members of the class as far as the demand warrants each Saturday and the week before Christmas and Easter, providing “a reasonable rotation in departments to the end that the students may have an opportunity to find the depart-

<sup>15</sup> All candidates for the opportunity classes are given mental tests. No pupil whose intelligence quotient is less than 80 is admitted.

<sup>16</sup> Manual work in the following subjects is offered in connection with the industrial-arts course and as an elective in other courses: Mechanical, machine, boat, architectural, and topographical drawing; sheet-metal drafting; cabinetmaking; forging; foundry, machine shop, pattern making; gasoline-engine and automobile repair.



ments for which they are best fitted." This course is supervised by the coordinator for commercial occupations of the vocational department, who with the teacher of retail selling selects pupils for the course on the basis of their apparent fitness for the work. The coordinator is also responsible for arranging the placement of the student with the cooperating employer and for visiting from time to time the classroom and the employing establishment for the purpose of watching the pupil's progress.

### Special Classes.

Four special-class centers or schools and four additional special classes of primary grade in the regular elementary schools have been provided for children of subnormal mentality. In the centers pre-vocational training is offered the older children, who are also given information on industrial conditions and vocations by means of trips to industrial and commercial establishments and addresses by representatives of different industries. In 1922-23 the net enrollment in special rooms for the mentally defective was 480, or nine-tenths of 1 per cent of the net enrollment of the elementary and high schools. Two "restoration" classes with facilities for about 40 children have been established for tutoring children from the primary grades whose tests show normal mentality but who can not succeed in the regular school. Classes for children of more than average mental ability are contemplated, but none has yet been established. Three classes are provided for children who are blind or have defective vision, six for children who are deaf or whose hearing is impaired, and three for children with speech defects. One half-time and two full-time teachers instruct children individually in the Orthopedic Hospital School.

### CONTINUATION SCHOOL

The relationship between the direction of the continuation school and the vocational-guidance and placement activities of the public-school system is even closer than their location in the same department would imply, because the vocational department, through its two coordinators, who are also responsible for its placement work (see p. 318), takes part in the immediate supervision of the part-time school as well as of the trade and industrial courses in the evening schools.

Attendance at part-time schools for minors under 18 who have left the regular day school became compulsory in Seattle on January 3, 1921, when part-time classes were started.<sup>17</sup> Four hours' attendance a week is required. The classes are held in one of the senior high schools in the central part of the city.

The aim of the instruction as stated in an unpublished report of the part-time school is—

\* \* \* to give each pupil training along lines that will make him more efficient on his present job and prepare him for promotion \* \* \* .

We expect the part-time school, as it develops, to make a real contribution toward an adequate supply of mechanics. It will not do this because of the

<sup>17</sup> Washington, Acts of 1919, ch. 151. The law permitted but did not require local school authorities to establish part-time schools upon the request of 25 adult residents when there were 15 minors who would be required to attend under the provisions of the act.

instruction it gives in the two hours a week it has a boy in the shop but in guiding him into a trade for which he has cultivated a liking and shown an aptitude through exposure to it in the part-time school.

Mental tests are given individual pupils in continuation school by the laboratory assistants of the child-study laboratory (see p. 330) if it seems desirable. The tests are used in a general way as an aid to teachers and coordinators in advising the pupil in regard to his school courses and his occupation.

Half the required number of hours are devoted to general subjects (English, civics, arithmetic, spelling, penmanship, and hygiene) and half to vocational studies. Commercial courses (including shorthand for a carefully selected group, most of whom have completed at least two years of high school) and retail selling are offered for both boys and girls; home economics for girls; and industrial work (drafting and gasoline-engine repairing) for boys. The classes use the high-school shops.

The work of the general, or academic, courses is related as closely as possible to the vocational needs of the pupils. Many of the outlines for the courses have been prepared by the vocational department and by the part-time teachers. Lessons in elementary economics are given as part of the civics course, and exercises relating to family and personal budgeting are included in the study of arithmetic. Approximately four-fifths of the pupils have completed the work of at least the eighth grade.

The coordinator for trade and industrial occupations of the vocational department is responsible for the boys, and the coordinator for commercial occupations, for the girls. Their duties include the development and maintenance of cooperation with employers and the responsibility of seeing that as far as possible pupils are taking the kind of school work and are in the kind of employment best suited to their abilities and interests. Visits to the employers of individual pupils are made by the coordinators or by the part-time school teachers, who are allowed three hours a week for this purpose.

A case study of part-time school girls engaged in commercial occupations was made in 1921-22 and 1922-23 by two of the part-time teachers in connection with a course at the University of Washington. This study has not been published, but the case histories are filed in the office of the vocational department.

## THE USE OF MENTAL TESTS AS A FACTOR IN GUIDANCE

Psychological examining of school children is done by the child-study laboratory of the public schools, the function of which is an intensive study of the problem child and better understanding of the abilities of all children with a view to obtaining improved school adjustments and affording a partial basis for vocational guidance. In practical procedure emphasis has been laid primarily on the former objective, and a large number of children have been given thorough individual tests.

The staff consists of a director and three assistants. The director is a normal-school graduate who has had university courses in abnormal psychology and extensive practical experience as a teacher



in special classes for defectives. Two of the assistants are college graduates and the third has had university courses; all have specialized in psychology and in tests and measurements, and two have had experience in teaching subnormal children.

Cases are referred to the laboratory or clinic not only by principals and teachers of both public and parochial schools and by responsible persons from all branches of the school system, including the placement office, but also by the juvenile court and other social agencies. The cases referred include children suspected to be defective or psychopathic, behavior problems, failures in certain school subjects, physically handicapped children applying for admission to special classes, applicants for work permits who are 14 years old and have not completed the eighth grade (see p. 323), and mentally superior pupils seeking special school advancement.

During the school year 1922-23 the laboratory assistants gave individual examinations to 1,267 children. The Stanford revision of the Binet test is used in most cases, but occasionally one of several other standard tests is substituted for it. Social-history data are obtained by home visiting, and medical data are provided by the Junior Red Cross clinic, which has offices in the same building and cooperates by giving physical examinations at the request of the laboratory. All candidates for the opportunity classes (see p. 327) are given individual mental tests. Problem cases, especially children whose tests would class them as approximately normal but who are unable to make satisfactory progress in school, are put into an observation class at the clinic for one to seven days before permanent adjustment is made. The subsequent progress of these children is carefully followed. All pupils in the special classes for defectives are retested each year, and an attempt is made to follow their careers after they have left school.

On the basis of its examinations the child-study laboratory offers educational guidance in that it recommends for the feeble-minded segregation in special rooms, exclusion from school, or transfer to institutions; for the physically handicapped, transfer to special classes or exclusion from classes; transfer to opportunity classes for school misfits, many of whom have intelligence quotients which, although low, are higher than those of pupils placed in special rooms; transfer to restoration classes or classes for special coaching of children who appear normal by test but are unable to make progress in school, usually in the first or third grades; and double promotions for mentally superior pupils. The laboratory offers more strictly vocational guidance through its recommendations as to the issuance of work permits to children between 14 and 16 who are mentally incapable of progressing further in school. The school employment office in placing applicants for work also makes some use of the mental-test records furnished by the clinic.

The purpose of the group testing which is done is primarily to classify for greater ease in teaching and to select children for individual tests. No slow or fast moving sections are attempted. After individual tests a limited number of slow pupils in the seventh and eighth grades are sent to the opportunity classes (see p. 327), and bright ones are given double promotions. Group tests are given all entering first-grade children for partial classification into three

sections. The Burr entrance test is used. The tests are given by the first-grade teachers, who have been trained in giving and scoring the Burr test by the person who devised it. The training in past years was more intensive than at present; as the same teachers have been giving the tests from year to year, the annual training now given is intended only to give new points in procedure and to maintain the standard. The teachers are assembled once a year, at which time they hear a lecture and see the test administered to a class of children and scored. They themselves are given the test and score their own. The person giving the training reviews the scoring with each teacher. Children in the first grade whom the group test classifies as subnormal are given individual tests. Many principals use the classification made in the first grade as the basis for classification as the pupils progress through the elementary school. In 1922 the Illinois test was given all elementary-school pupils from the third grade up. At the present time new pupils who have not previously been given the test are tested by the school principal where the latter has had special university training in administering psychological examinations and by the laboratory assistants where the school principal has not had the requisite training. The results of these tests are used in classifying pupils for teaching purposes. Eighth-grade pupils in about 30 of the 80 elementary schools have been examined by the Otis test with a view to directing them into different types of courses in high school. In general the children with the lower intelligence grades are directed into manual-training, home-economics, and opportunity classes. Tests have also been given from time to time to other special groups of children in elementary grades and in the high schools. The number of children given group tests during 1922-23 was 9,076, or 17 per cent of the net enrollment of the elementary and high schools. All scoring done by teachers is checked in the laboratory.

The psychological clinic of the Bailey Gagert Foundation, conducted under the auspices of the University of Washington, also examines about 1,800 children a year, a large number of whom are sent to the clinic because of physical or nervous disorders. Regarding the use of these tests for vocational-guidance purposes the director says that on the basis of the relationship between intelligence score and school marks he is willing to state whether or not a child's progress is satisfactory and advise whether or not he should be transferred to a special class. Further than this he does not feel justified in going.

## SUMMARY

Vocational-guidance activities in Seattle are centralized in the vocational department of the public schools, which in addition to carrying on the work of vocational guidance and placement enforces the school attendance laws, issues work permits, administers part-time, evening, and opportunity classes, and investigates and adjusts cases of delinquency among school children. The director of the department is also supervisor of high schools.

Considerable attention is paid by the department to arousing interest in and enthusiasm for the vocational-guidance aspect of education. A vocational-guidance assistant has been appointed from



among the teachers in each school, but as only those who are girls' advisers in the high schools have been relieved of any part of their teaching schedule for advisory duties little individual educational or vocational counseling is attempted. The only counseling in the elementary schools is the advice given eighth-grade pupils regarding their choice of high-school courses. A cumulative record card is being drawn up.

One of the features of the program is the giving of vocational information to students by means of lectures, mimeographed leaflets, etc. A course of 15 lectures on occupations, open to all high-school pupils, has been given for two successive years in most of the high schools, and a course of study on vocational information is planned for first-year high-school students.

The placement service of the vocational department is conducted by a man and a woman who are the coordinators between school and work in the continuation school and who also interview applicants for labor permits. Through their varied activities and their training and experience, which is industrial as well as pedagogical, they are unusually well informed in regard to opportunities for minors and conditions in local employing establishments. As a part of the public-school system the placement office works in close co-operation with the schools, though the applicants' school records are not yet forwarded to the office as a matter of routine.

The school curriculum offers a limited amount of prevocational and vocational training. A prevocational opportunity class is provided for boys and girls over 14 who are misfits in the regular classes. The only vocational courses are those in commercial subjects given in the high schools. They include a cooperative retail-selling course, which, like the opportunity classes, is supervised by the vocational department.

Mental testing for purposes of school adjustment is done by the child-study laboratory of the public schools. All first-grade pupils are given a group test for classification according to mental ability, all public-school pupils are given another mental test at least once during their years in school, and a large proportion of the eighth-grade pupils are tested as a preliminary to counsel on the choice of a high-school course. Individual tests are given for the purpose of assigning pupils to special classes, recommending double promotion or other classroom readjustment, and determining whether or not a child may go to work because he can make no further progress in school. The placement office also makes some use of mental tests in recommending for positions. Tests are given and scored by the laboratory staff, by first-grade teachers after a brief training, and by a few school principals who have had university courses in testing.

## ROCHESTER

### ORGANIZATION OF VOCATIONAL-GUIDANCE ACTIVITIES

Rochester is unusual among cities in which well-defined efforts toward vocational guidance have been made, in that practically no centralization of the activities that have been developed in the schools has yet been effected. Moreover, two distinct programs have grown up side by side, though without duplication or conflict. The first, the purpose of which is to provide vocational and occupational information and educational direction to children still in school, is carried on by agencies within the public-school system, chiefly in connection with the administration of the junior high school program; the second, which is concerned with the placement of juvenile workers, is carried on by the New York State Department of Labor as a part of the work of the local branch of the State public employment office. The need for centralization of the program is recognized as the next step forward in the vocational-guidance work of the city, and plans are under consideration for the unification of guidance, certification, and placement.

The need of making provision for the vocational direction of boys and girls leaving the schools for industry was recognized some years ago in the report of a committee of the Rochester Chamber of Commerce, which made a series of surveys of vocational opportunities for boys and girls in Rochester industries and business establishments.<sup>1</sup> Although the establishment of a vocational-guidance bureau in the board of education was specifically recommended by this committee, no such bureau was organized. The only definite result attributed to the committee's activities was the offering in the public schools of courses preparing for some of the trades studied. No special department for vocational guidance has been created in the school system, but the responsibility for the supervision of the vocational guidance in all junior high schools belongs to the director of junior high school grades, the principal of each school cooperating.

### THE VOCATIONAL-GUIDANCE PROGRAM IN THE PUBLIC-SCHOOL SYSTEM<sup>1a</sup>

The development of a definite vocational-guidance program in the Rochester schools has been contemporaneous with the development of its system of junior high schools, the first of which was opened in September, 1915. In September, 1923, the fourth of the five junior high schools planned to meet the needs of the city was opened. It is estimated that within a few years the entire school

<sup>1</sup> These included studies of the machine and woodworking industries, of collar factories, and of opportunities for girls in the clothing industry, published during the years 1913-1915. A survey of the needs in commercial education was also made.

<sup>1a</sup> For the school year 1923-24 unless otherwise indicated.



system will have been reorganized on the 6-3-3 plan. The principal aim in this reorganization—that of providing for children of the upper elementary grades an opportunity to try themselves out in various kinds of work and to specialize in the subjects best fitted to their abilities and vocational interests—furnishes in itself the basis for a well-defined vocational-guidance program. When fully developed the junior high school organization will reach practically all children in the school system except those who are unusually retarded, for the child labor and school attendance laws of New York hold in school all children under 14 years of age, those between 14 and 15 unless they are graduates of the elementary school, and those between 15 and 16 until they have completed at least the first six grades.<sup>2</sup>

In achieving its guidance aims the junior high school has developed a program of mental testing for all entering students. It has established courses in vocational information, which are prescribed for students in each junior high school class except pupils in the vocational courses and those in the ninth grade taking commercial work. It has developed a system of school counseling to assist students in the selection of their courses, especially just before entering the eighth grade, where differentiation begins, and toward the end of the ninth grade, with reference to the selection of a senior high school course.

In the continuation school also a definite vocational-guidance aim is recognized as a part of the regular educational program.

### VOCATIONAL GUIDANCE IN THE ELEMENTARY SCHOOLS

Under a child labor law which, as has been stated, does not permit any except unusually retarded children to leave school for work before at least completing the sixth grade (see above), the necessity for commencing a definite program of vocational information or counseling before that grade is not so great as in communities where the legal standards are lower. Considerable attention is given to educational guidance, however, even in the lower elementary grades.

In nine schools first-grade children are classified in three groups according to their ability as determined by mental tests and the estimates of their kindergarten teachers. In one of these schools individual mental tests, in the others group tests, are given by the public-school child-study department. In nearly all schools children in all the elementary grades are grouped in three sections in accordance with their abilities. In most of the schools the grouping is done on the basis of the child's academic record and his teacher's estimate of his abilities, and in two schools this evidence is supplemented by the findings of group mental tests given by the child-study department.

Various types of slow-moving classes have been developed. "Pre-primary" classes for 6-year-old children who are unable to do the work of the first grade but have outgrown the kindergarten have been organized in eight schools. A child is selected for the class on the basis of a mental test given by the kindergarten teacher, sup-

<sup>2</sup> New York, Consolidated Laws 1910, vol. 8, Education, secs. 626, 630, both as amended by Acts of 1921, ch. 368.

plemented by the teacher's estimate of his powers. Kindergarten methods of teaching are used in these classes, but an approach is made to reading and writing with the object of helping the children to meet the requirements of the first grade. In eight schools, also, in the first and in the third grade, "dull-normal" classes have been instituted. In these classes an attempt is made to give the work of two grades in three years; that is, one and one-half times as long as the average is allowed for the completion of the grade. Children are selected for these classes on the basis of mental and educational tests and teachers' ratings. A third type of slow-moving class, established in seven schools, is known as an opportunity class. One school has two of these classes. The opportunity class is intended for over-age boys and girls of the fifth and sixth grades, and its object is to help adolescent pupils to meet the requirements for junior high school at as early an age as possible. The course of study is cut to the minimum. Pupils are selected for these classes on the basis of age (they must be at least 13 years old), intelligence quotient, school record, principal's and teachers' recommendations, parents' approval, physical condition, and social characteristics. Those having an intelligence quotient of 75 to 85 are eligible. Double promotions are permitted, and frequently, it is reported, a slow child is enabled to catch up with his grade and enter junior high school at the average age for entrance.

In connection with guidance in the elementary grades the work of the visiting teachers in 12 of Rochester's schools should also be noted. Although their work is concerned chiefly with social adjustments of various kinds, especially in respect to promoting attendance and preventing delinquency, the visiting teachers carry on many activities bearing upon educational and vocational guidance. Some take pupils graduating from the upper elementary grades to visit junior or senior high schools and vocational classes in order to acquaint them with facilities for further training. In eight schools the visiting teacher passes upon all requests for employment certificates, and in some schools where this is not a part of the regular routine of the visiting teacher children approaching the end of the compulsory school attendance period or planning to go to work are referred to her by classroom teachers. The visiting teachers do no placement, except incidentally, but refer children for whom employment rather than school attendance seems desirable and necessary to the junior division of the State public employment office (see p. 357). Under the supervision of the secretary of the scholarship fund (see p. 355), who is the director of the visiting-teacher department, scholarship requests for their schools are handled by the individual visiting teachers, who make the home investigations and any necessary contacts with social agencies.

## THE JUNIOR HIGH SCHOOL AS A VOCATIONAL-GUIDANCE AGENCY

### Fundamental Aim of the Junior High School Program.

The fundamental purpose of the junior high school as conceived in Rochester is "to study and ascertain, so far as possible, whatever special interests and abilities any individual pupil may have and then to develop those abilities so far as that can be done in a way



consistent with the demands of general education."<sup>3</sup> In carrying out this purpose the junior high schools use practically all the special methods of vocational guidance as yet devised for use in schools, including chiefly—

(1) Division of entering pupils into homogeneous classroom groups on the basis of mental ability.

(2) Instruction in all grades, excluding pupils taking vocational courses and those in the ninth grade taking the commercial course, in the significance, requirements, and nature of different occupations.

(3) A system of counseling through which the student is directed toward the kind of school work best suited to his abilities and interests.

(4) A curriculum sufficiently varied to provide the student adequate opportunity both for try-out experience in different kinds of work and specialization in the kind for which he is best fitted.

#### Guidance in the Seventh Grade.

Since June, 1919, all children who are to enter the junior high schools have been given a group intelligence test shortly before completion of the sixth grade. On the basis of the results of these tests, combined with the rating and estimates of ability given by the sixth-grade teachers, equal weight being given test scores and school records combined with teachers' estimates, children entering the seventh grade, which is the first year of junior high school, are classified into groups representing different ability levels. In forming these groups, account is also taken so far as possible of chronological age. The work of the groups of students of superior ability is accelerated in the seventh grade by giving the work of two terms in one and in the higher grades by enriching the course of study. After a few weeks' trial, pupils who do not seem to be properly placed are transferred to a slower or faster moving class, but cases of misplaced pupils are said to be rare.

All pupils in their first year in the junior high school, except those who have elected the special trade course in industrial or household arts (see p. 337) follow the same course, which provides the opportunity for a tryout in the various kinds of academic and manual work offered in the specialized courses of the eighth and ninth years. There are two try-out, or exploratory, shops for boys—one for entering students, the other for those in the second term.

One is the general-utility shop with a limited equipment for woodworking, sheet metal, concrete, and electricity. Boys entering the seventh B grade in the junior high school receive instruction in this shop. For boys in the seventh A grade an elementary machine shop equipped with light metal-working machines is provided. To boys who are about to make a choice of curriculum, these two seventh-grade try-out shops offer a means of familiarizing themselves with hand processes in wood, metal, and other materials. The experience thus gained helps students to understand the opportunities offered in the technical or the industrial curriculum and so enables them to choose wisely when they elect a curriculum at the beginning of the eighth grade.

\* \* \* Home-making courses [for girls in the seventh grade] furnish experiences in the handling of materials, give a knowledge of hand processes, and afford opportunities that help the girls when they are called upon to choose a curriculum at the beginning of the eighth grade.<sup>4</sup>

<sup>3</sup>The Junior High Schools of Rochester, N. Y., p. 15. [The Rochester Board of Education] 1923.

<sup>4</sup>Ibid., pp. 103-104.

The achievement of the seventh-grade pupil in each line is studied by his teachers with special care in order that they may be able to advise regarding the special abilities and aptitudes of each boy and girl when the selection of a curriculum is made at the end of the seventh year.

#### The Choice of a Curriculum.

A choice of three courses of study leading to the senior high school is offered: The academic or foreign-language course; the commercial course, in which the pupils take typewriting, first lessons in business, and bookkeeping; the technical course, in which shopwork for boys and domestic science for girls is substituted for the foreign language of the academic course. In each of these courses the work in English (except in the ninth-grade foreign-language and commercial courses) and mathematics (except in the ninth-grade commercial course) is identical, and in social studies and general science it varies only in amount, so that transfer from one course to another is always possible. Although the primary aim in each is to lay a foundation for the more advanced training of the academic, commercial, and technical courses of the senior high school, the commercial course of the junior high school offers students who can not undertake the senior high school course an adequate preparation for certain of the less skilled business occupations.

No particular emphasis is placed on positions open to junior high school students at various stages of their progress, and every effort is made to encourage them to continue their education. Those who can not go on to senior high school, however, are recommended for positions which will utilize the definite training the school has been able to give them. It is made clear to such pupils that they are not fitted for the same type of commercial work that is open to the graduates of secondary schools. \* \* \* Every commercial pupil is given definite instruction, or vocational guidance, regarding the great variety of employments that are open to him.<sup>5</sup>

In addition to the courses leading to the senior high school special unit trade courses in industrial and household arts conforming to the requirements governing State and Federal aided vocational training (see p. 5) are offered. These are three-year courses, on the completion of which State vocational diplomas are given. Children who have reached the age of 14 and have completed the sixth grade may be admitted to the trade courses, and many enter directly from the elementary school; pupils in the junior high school may elect a trade course any term after reaching 14 years of age. These courses differ from the others chiefly in the larger proportion of time—15 clock hours a week, or half each school day—devoted to practical work. The aim of the shopwork is definitely vocational. It prepares for apprenticeship in one of the skilled trades. The girls' course, though primarily for home making, provides some training for the needle trades.

Except in the case of children 14 years of age or over who enter the industrial or household-arts courses directly from the sixth grade, the choice of curriculum in the junior high school is made at the end of the seventh grade and is carefully considered in the light of the child's abilities, aptitudes, and interests as they have been revealed through his year's work in the junior high school, combined

<sup>5</sup> The Junior High Schools of Rochester, N. Y., pp. 91-92. [The Rochester Board of Education] 1923.



with such other knowledge of the child's needs as the schools may have obtained through mental tests and interviews with parents. Moreover, special preparation for making the choice is given all pupils in the so-called "guidance" class in the seventh grade. (See p. 344.) Shortly before the close of the semester the teacher of this class talks with each pupil individually regarding his selection of a course. The final choice, however, is not made until after the parents' wishes and the records of teachers both of academic and of manual subjects have been consulted. Reference is also made to the results of mental tests, though these are regarded as not furnishing alone a sufficient basis for individual diagnosis. Mental-test results have been found, however, to be of great value in furnishing data for educational guidance, in that they have resulted in bringing into prominence children who measure above or below the average level of ability. Regarding this use of mental-test scores the following statement has been made:

Pupils in the superior groups are capable of carrying a heavier schedule of work. In these groups are the pupils who usually continue in school, do good work, and are encouraged to go on to the senior high school, while those in the lower groups who have poor scholarship records are advised to take work in the household or industrial courses. The group tests have thus been of great value in the guidance of the school.<sup>6</sup>

A tentative recommendation as to the course to be followed is made by the guidance teacher and by one of the administrative officers of the school, usually the assistant principal. As the basis of the recommendation they use data obtained through (a) four questionnaires (see pp. 338-341), (b) intelligence ratings, (c) home visits made by the school counselors, (d) personal conference with the child. Of the four questionnaires one is filled in by the child's parents and covers the family plan for his educational and occupational future and testimony as to his health and interests, social, athletic, cultural, and vocational; a second is answered by the pupil himself concerning his own educational and vocational preferences; and two others are reports from the child's hand-work and home-room teachers giving an estimate of his ability and recommending the eighth-grade course for which he is believed to be best adapted. If the child and his parents do not accept the recommendation of the school the child takes the course which his parents desire, but the case is reconsidered the following term with reference to success or failure in the course chosen.

The forms for these four questionnaires are as follows:

### Individual Information Blank

Junior High School, Rochester, N. Y.

Pupil's Record:

Date\_\_\_\_\_

Pupil's name \_\_\_\_\_

(Family name)

(Given name)

Address\_\_\_\_\_

Home-room section \_\_\_\_\_

<sup>6</sup> The Junior High Schools of Rochester, N. Y., p. 138. [The Rochester Board of Education] 1923.

*Individual Information Blank—Continued*

1. What work in your course have you enjoyed most?-----
2. What book work has been the easiest for you?-----
3. What book work has been the most difficult for you?-----
4. Of all the books you have read which two or three do you like best?-----

What magazine do you enjoy most?-----

5. What school activity have you liked best?-----
6. Do you plan to graduate from the Junior High School?-----
7. After graduation from J. H. S.—answer (a) or (b)-----  
 (a) What further school work do you plan to take?-----  
 (b) What occupation do you plan to enter?-----
8. What institution do you plan to enter after graduation from Senior High School?-----
9. When your school work is completed, what do you hope to do as your life work? Check your preference on the list, on the other side of sheet, in order of your choice—first, second, and third. Any occupation not listed, if your choice, may be added to the list.

Accountant.	Dentist.	Minister.
Actor:	Doctor.	Missionary.
Legitimate.	Draftsman.	Molder.
Photoplay.	Dressmaker.	Musician or music teacher.
Advertiser.	Druggist.	Naval officer.
Agent:	Engineer:	Newspaper man.
Book.	Building.	Nurse.
Financial.	Civil.	Office clerk.
Insurance.	Electrical.	Optometrist.
Real estate, etc..	Locomotive.	Painter.
Agriculturist.	Mechanical.	Physician.
Architect.	Mining.	Plasterer.
Army officer.	Sanitary.	Pattern maker.
Artist.	Stationary.	Playground director.
Author.	Structural.	Plumber and steam fitter.
Auto mechanic.	Electrician.	Pottery decorator.
Aviator.	Factory worker.	Poultry raiser.
Baker.	Florist.	Printer.
Banker.	Forester.	Railroad man—trolley or steam.
Barber.	Glassworker.	Salesman:
Blacksmith.	Industrial designer:	Retail.
Boiler maker.	Textiles, carpets and	Wholesale.
Bookbinder.	rugs, linoleums,	Traveling.
Bookkeeper.	wallpaper, map	
Bricklayer.	making, etc.	Scientist.
Broker.	Interior decorator.	Sculptor.
Cabinetmaker.	Jeweler.	Sheet-metal worker.
Carpenter.	Lawyer.	Shoemaker.
Cartoonist.	Librarian.	Social worker.
Chauffeur.	Lunch-room manager.	Stenographer.
Chemist.	Lithographer.	Surveyor.
Civil service:	Machinist.	Tailor.
Policeman.	Magazine illustrator.	Teacher.
Fireman.	Manufacturer.	Telegrapher.
Letter carrier.	Mason.	Telephone operator.
Railway mail clerk,	Merchant.	Upholsterer.
etc.	Metal artist.	Wireless operator.
Commission merchant.	Mill operative.	Watchmaker.
Contractor and builder.	Milliner.	



## Individual Information Blank

Junior High School, Rochester, N. Y.

Parent's Record:

Date \_\_\_\_\_

Pupil's name \_\_\_\_\_

(Family name)

(Given name)

Address \_\_\_\_\_

Parent's occupation \_\_\_\_\_

1. How much longer do you plan to send your child to school? \_\_\_\_\_

2. Can  $\begin{Bmatrix} \text{he} \\ \text{she} \end{Bmatrix}$  finish junior high school? \_\_\_\_\_

3. Is  $\begin{Bmatrix} \text{he} \\ \text{she} \end{Bmatrix}$  going to senior high school? \_\_\_\_\_

4. For what occupation does  $\begin{Bmatrix} \text{he} \\ \text{she} \end{Bmatrix}$  desire to prepare? \_\_\_\_\_

5. What occupation do you desire to have  $\begin{Bmatrix} \text{him} \\ \text{her} \end{Bmatrix}$  enter? \_\_\_\_\_  
Why? \_\_\_\_\_

6. State any occupation in which  $\begin{Bmatrix} \text{he} \\ \text{she} \end{Bmatrix}$  has been employed? \_\_\_\_\_

7. Is  $\begin{Bmatrix} \text{his} \\ \text{her} \end{Bmatrix}$  general health good? \_\_\_\_\_. If not, why? \_\_\_\_\_

8. Does  $\begin{Bmatrix} \text{he} \\ \text{she} \end{Bmatrix}$  have at least eight hours sleep regularly? \_\_\_\_\_  
If not, why? \_\_\_\_\_

9. What are  $\begin{Bmatrix} \text{his} \\ \text{her} \end{Bmatrix}$  outside activities:

(a) Social \_\_\_\_\_

(b) Athletic \_\_\_\_\_ Hours per week \_\_\_\_\_

(c) Work \_\_\_\_\_ Hours per week \_\_\_\_\_

(d) Music \_\_\_\_\_ Hours per week \_\_\_\_\_

(e) Miscellaneous \_\_\_\_\_

10. Remarks \_\_\_\_\_

(Parent)

Form B.

## Individual Information Blank

Junior High School, Rochester, N. Y.

Home-Room Teacher's Record:

Date \_\_\_\_\_

Pupil's name \_\_\_\_\_ Address \_\_\_\_\_

(Family name) (Given name)

Date of birth \_\_\_\_\_ Nationality \_\_\_\_\_

1. Entered school \_\_\_\_\_, 19\_\_\_\_. From \_\_\_\_\_

2. Entered grade \_\_\_\_\_ Department \_\_\_\_\_

3. Excels in (specify the book or hand work) \_\_\_\_\_

4. Finds most difficult \_\_\_\_\_

5. What, in your opinion, is the cause of the difficulty? \_\_\_\_\_

*Individual Information Blank—Continued*

6. Has the pupil a sense of responsibility? \_\_\_\_\_. Is the pupil ambitious? \_\_\_\_\_  
 7. Pupil's limitations, if any: Physical \_\_\_\_\_  
     Mental \_\_\_\_\_ General attitude \_\_\_\_\_  
 8. Results of interviews, if any, with parents \_\_\_\_\_

9. Academic work		Power, expression, and conduct	
	<i>Rating</i>		<i>Estimate</i>
Mathematics.....		Response.....	
English.....		Application.....	
Grammar.....		Memory.....	
Literature.....		Reasoning.....	
Spelling.....		Initiative.....	
Penmanship.....		Oral expression.....	
History and Civics.....		Self-reliance.....	
Geography.....		Self-control.....	
Science.....		Politeness.....	
Foreign language.....		Neatness.....	
.....		Attitude toward student	
.....		government.....	

NOTE.—A=excellent; B=above average; C=average; D=below average; E=failure.

10. Department elected..... Date (if first election).....  
 11. Why recommended for this department.....  
 12. Change in department subsequent to first election: From .....  
     department to ..... department. Date .....  
 13. Reason for change .....

Teacher.

Form A.

**Individual Information Blank**

Junior High School, Rochester, N. Y.

**Hand-Work Record:**

Subject ..... Date .....

Pupil's name ..... Section .....  
     (Family name) (Given name)

	<i>Estimate</i>
1. General ability in handwork .....	
2. Accuracy.....	
3. Speed.....	
4. Ability      Mechanical drawing      I. A.....	
Design—H. A.....	
5. Art ability.....	
6. Inventiveness.....	
7. Interest in handwork.....	
8. Any evidence of ability as leader.....	
9. Department recommended.....	

(A=excellent; B=above average; C=average; D=below average; E=failure)

Teacher.

Remarks .....

Form A-2.



### Guidance in the Eighth and Ninth Grades.

The grouping of students according to ability levels is not continued in the eighth and ninth grades, but the care with which the curriculum has been chosen automatically results in a separation of pupils into groups of approximately the same ability levels, as mental tests and age-grade statistics for these grades have shown. Mental ability as shown by tests averages somewhat lower for the commercial group, for instance, than for pupils in the foreign-language and technical courses, which prepare primarily for senior high school and college work, and is lowest for the group registered for the industrial curriculum.<sup>7</sup> Retardation is markedly greater among pupils of the industrial and household-arts courses (52.4 per cent) than among the commercial and technical groups (12.8 and 13.1 per cent, respectively) and is practically negligible (5.9 per cent) among students electing the foreign-language course.<sup>8</sup> Only one-third of the boys of the junior high schools and close to two-fifths of the girls elect the foreign-language course; about two-fifths of the girls and 8 per cent of the boys elect the commercial; 26 per cent of the boys and 6 per cent of the girls elect the technical; and 31 per cent of the boys and 17 per cent of the girls elect the industrial and household-arts, or trade, courses.<sup>9</sup>

It is contrary to the aim of the junior high school program to regard the choice of curriculum made in the seventh grade as definitely determining the entire course of the pupil's future training. All except those who have elected the trade courses are free at any time to transfer to another course with practically no loss of school time. Pupils desirous of changing from trade courses to bookwork courses can do so by losing one term. The classroom work in guidance originally given only in the seventh grade has recently been extended to the eighth and ninth grades (see pp. 345-347).

### School Counseling.

The counselors of the Rochester junior high schools are members of the regular teaching staff, selected because of special personal qualifications rather than on the basis of any training for the work. They are not required to have information on occupations. The majority of the counselors are "study-coach" instructors (see p. 349) who are assigned from one to three periods a week for their counseling duties. These duties differ considerably from those of school counselors in most cities, for although children often voluntarily go to them for advice in choosing a vocation or in choosing training, their principal function is to serve as intermediaries between school and home in matters relating to the choice of a curriculum, scholarship, and discipline. Such vocational advice as is regularly offered in the junior high school program is given by the teachers of the guidance classes, who interview all pupils in the seventh and later in the ninth grade. Counselors are not responsible for the tentative assignment of school courses, but they are responsible for explaining the courses of the school to the parents and obtaining in return such information from the home as will enable guidance teachers to make wise recommendations.

<sup>7</sup> The Junior High Schools of Rochester, N. Y., p. 138. [The Rochester Board of Education] 1923.

<sup>8</sup> Ibid., Chart IX, p. 169.

<sup>9</sup> Ibid., pp. 100, 101.

The counselors make home visits in connection with requests for school-leaving papers from children wishing work permits. Personal talks with parents almost always disclose the cause of withdrawal. Indifference is frequently overcome by arousing pride in the child's record if it is a good one. If the cause is the child's failure to make progress, adjustments in his course are often made. The economic argument is met whenever possible by obtaining for the child an after-school job or a scholarship. Of 224 children asking for withdrawal papers in 1920, 98 (74 of whom received part-time work) were persuaded to remain in school. Similar efforts are made to retain in school children over 16 who are planning to withdraw.

A number of miscellaneous problems are adjusted by the school counselors. Among these are cases of children not at work who fail to return after summer vacation, and cases of irregular attendance and continued tardiness. Both visiting teachers and attendance officers are called in on chronic or extreme cases, and these as well as disciplinary cases which the counselor is unable to adjust are taken as a last resort to the juvenile court. When necessary the school counselor seeks assistance from other social agencies.

Although more intensive work is done for boys and girls under 16 than for those over that age, the counselor deals with children of any age or grade in the junior high school. Except for after-school employment counselors do almost no placement work.

#### **Courses in Vocational Information.**

After several years' experimentation in giving vocational information through assigned readings and compositions and through talks by successful business men and women in the general-assembly period, a faculty committee of the Washington Junior High School worked out a plan of study which was the basis for the guidance course given for the last three years to all seventh-grade students in the second half of the year (7A). Similar courses are now given in all junior high schools. In the second semester of 1921-22 a course in this subject was prescribed for all eighth-grade students, and in the fall of 1922 similar work was introduced in the ninth grade, so that guidance courses are now given in all three grades of the junior high school. The following states the aims of these courses:

The establishment of classroom work in guidance in the junior high school grades aims to do several things:

First. To safeguard the choice of a curriculum in the seventh grade. It may be questioned whether pupils of this age are able to choose intelligently among the various courses. The purpose of the work in the seventh grade is to build a general background of occupational information, so that the child may be aroused to think about his future but with an understanding of the value of an education and the need for training. A fair discussion of each course with its educational and vocational outlets gives the pupil a foundation on which to base his decision; but the continuance of guidance work in the eighth and ninth grades helps to foster the feeling that the choice of a curriculum is not necessarily final and that a cross-over may be effected without great difficulty.

Second. To study a number of occupations somewhat in detail so that pupils may have reliable information concerning them, including such points as the nature of the work, the qualifications required, the opportunities for advancement, the training necessary and schools where such training may be secured, as well as any disadvantages connected with the vocation.

Third. To help the pupil who is going on to higher institutions of learning to plan his high-school course wisely by a study of the entrance requirements



of typical schools; and to help the pupil who is going out into industry by simple lessons in economics and a discussion of the problem which he will meet in finding and keeping his job later on.

Fourth. To develop through the study of the lives of great men and women an appreciation of those qualities of success which contribute toward the attainment of a happy and serviceable life.

The time allowed for guidance is indicated below, more being given in the seventh A grade and the ninth grades than in the eighth because of the problems of planning for the future that are considered in the seventh and ninth grades.

For seventh B classes, one half-hour period a week.

For seventh A classes, two half-hour periods a week.

For eighth B and A classes, one half-hour period a week.

For ninth B and A classes (except commercial), two half-hour periods a week.<sup>10</sup>

In the first half of the seventh grade the child is first given an idea of the "world's work" under four classifications. A plan is then developed for studying various occupations and is applied under each of the headings: "Workers who build our homes," "Workers who furnish our foods," etc. The course in this grade ends with a "Stay-in-school campaign." Approximately half the guidance course in the second half of the seventh grade, as shown by the following outline, is devoted to a study of the course offered by the junior high school and of the value of different kinds of school training:

#### GENERAL-GUIDANCE COURSE OF STUDY, JANUARY, 1924

\* \* \* \* \*

##### *Seventh Grade A*

Lessons I and II: Purpose and organization of the junior high school; general statement of the several curriculums.

Lessons III and IV: The foreign-language curriculum.

Lessons V and VI: Study of a typical occupation allied to the foreign-language curriculum.

Lessons VII and VIII: The technical curriculum.

Lessons IX and X: Study of a typical occupation allied to the technical curriculum.

Lessons XI and XII: The commercial curriculum.

Lessons XIII and XIV: Study of a typical occupation allied to the commercial curriculum.

Lessons XV and XVI: The industrial curriculum.

Lessons XVII and XVIII: Study of a typical occupation allied to the industrial curriculum.

Lesson XIX: General discussion of the four information blanks (each pupil to have a set during the discussion).

Lesson XX: Making out the individual student's blank.

Lessons XXI, XXII, XXIII, and XXIV: Occupational reading for the class as a whole—study of individual information blanks by pupil and guidance teacher assisted by a counselor.

Lessons XXV and XXVI: Success qualities:

1. Service rendered.
2. Reliability.
3. Accuracy.
4. Ability to follow directions.
5. Courtesy.
6. Personality.
7. Honesty.
8. Perseverance.

<sup>10</sup> The Junior High Schools of Rochester, N. Y., pp. 61-62. [The Rochester Board of Education] 1923.

Lessons XXVII and XXVIII: Individual sessions in conclusion; summarizing the work on occupations:

Plan I.—This work may be related to occupational reading done in Lessons XXI, XXII, XXIII, and XXIV.

Plan II.—This work may be the result of outside reading done under the direction of the teacher.

(See list of readings made by the librarian.)

In the first half of the eighth grade the course consists of a study of typical occupations representing industry, commerce, "technical" occupations, and the professions, the object of which is to point out the variety and scope of the opportunities for a life work. The biographies of successful men and women are studied in relation to the occupations. In the second half of the grade the study of occupations is continued, and a specific industry, preferably a local one, is studied as a project.

The plan of the course in the eighth grade is as follows:

### *Eighth Grade B*

#### I. General statement:

1. The work of this grade is to be centered about the general topic, occupations.
2. The following type occupations are to be given about equal time so far as the division of work for the semester is concerned.
3. The teacher is to select from the following suggestive list of type occupations as the needs of the class require.

#### II. Type occupations with suggestions for lessons:

##### Industrial occupations—

Automobile mechanic.  
Candy maker.  
Carpenter.  
Commercial artist.  
Dressmaker.  
Electrician.  
Housekeeper.  
Lunch-room worker.  
Machinist.  
Milliner.  
Printer.  
Sheet-metal worker.  
Nurseryman.

##### Commercial occupations—

Advertising manager.  
Banker.  
Bookkeeper.  
Buyer.  
Clerical worker.  
Insurance agent.  
Sales person.  
Real-estate agent.  
Stenographer.  
Secretary.  
Telephone operator.  
Typist.  
Merchant.

##### Technical occupations—

Architect.  
Chemist.  
Contractor.  
Designer.  
Draftsman.  
Efficiency expert.  
Employment manager.  
Forester.  
Hairdresser.  
Illustrator.  
Interior decorator.  
Lunch-room manager.  
Superintendent.  
Type study in engineering.

##### Professional occupations—

Dental hygienist.  
Dentist.  
Doctor.  
Journalist.  
Lawyer.  
Musician.  
Nurse.  
Optometrist.  
Private secretary.  
Social worker.  
Teacher.  
Librarian.  
Author.

NOTE.—Develop in detail at least one occupation under each type and use one biographical illustration of the type. Use individual or row project work for developing other occupations of particular interest to individuals or groups of individuals in the various classes.

#### III. Suggestive list for biographical study in connection with the above type occupations.



IV. Supplementary reading emphasizing the idea of work as a service to the community.

NOTE.—Keep a record of poems and stories used during this term so that we may make a definite list in our next outline.

*Eighth Grade A*

I. General statement:

1. Occupational projects are to constitute the chief work of this grade.
2. The teacher may select from the projects suggested below as many as the time permits.
3. The last two or three weeks of the term may profitably be given to a stay-in-school drive.

II. Study one local industry as a project: \*

Typical local industries (6 lessons)—

- Making a kodak.
- Making electrical supplies.
- The clothing industry.
- The shoe industry.
- The optical industry.
- Filing-cabinet industry.
- Paper-box making.

NOTE.—Use a chart similar to those found in Leavitt and Brown; Gowin, Wheatley, and Brewer; Johnson's "We and Our Work," to emphasize opportunities for workers along the various lines and the chances for promotion.

III. Opportunities for workers and chances for promotion (2 lessons each):

1. In any of the above not taken in the project.
2. Commercial enterprises.
  - a. Bank.
  - b. Retail store.
3. In telegraph or telephone company.
4. In a newspaper office.
5. In the building trades: Show how the various building trades cooperate in the construction of any large public building.

\* NOTE.—The following suggestive outlines for studying local industries were submitted:

Outline I:

1. History.
2. Size.
3. Organization chart showing—
  - Production department.
  - Accounting department.
  - Sales department.
4. List jobs in the industry from the laborer up to the industrial engineer or superintendent.
5. Study one or two workers in each branch of the organization.
6. Show opportunities in various lines.
  - How many chemists employed.
  - How many machinists employed.
  - How many engineers employed.
  - How many accountants employed.
  - How many foremen employed.
  - How many stenographers employed.
  - How many skilled laborers employed.
  - How many unskilled laborers employed.
7. How much and what kind of education needed for the different positions.
8. Trip to the industry.

Outline II:

1. Importance to community.
2. Organization.
3. Brief study of the industry itself, with field trip.
4. Study of the different types of work found in this industry.
5. Careful study of some typical workers.
6. A beginner in the industry—beginning positions, lines of promotion, etc.

### III. Opportunities for workers and chances for promotion (2 lessons each)—Con.

5. In the building trades: Show how the various building trades cooperate in the construction of any large public building—Continued.

#### Outline II—Continued.

#### 7. General suggestions.

- a. Brief history of the growth of the industry may be included.
- b. Organization and interdependence of workers may be discussed.
- c. Let the class make its own choice if possible.

**NOTE.**—See also charts in Leavitt and Brown, Gowin and Wheatley, and Johnson.

In the lower ninth grade pupils are given a short course in elementary economics, one or two lessons being devoted to each topic chosen by the teacher. The set of questions given in the outline is used as a guide. Pupils in the upper half of the ninth grade receive special instruction regarding the value of different kinds of training offered by the senior high schools and other institutions affording advanced training and are assisted in choosing their senior high school course with a view to the requirements of the college or occupation they plan to enter. This course covers the following points:

#### *Ninth Grade B*

Each problem will require from one to two lessons.

1. Why should everyone choose a vocation? What are the objections to drifting into one?
2. What is the value and importance of work to the individual and to the community?
3. How can worker and employer cooperate?
4. Why are capital and labor so dependent on one another?
5. Is collective bargaining just to the employer?
6. What is the meaning of wealth and what are its uses?
7. How is wealth produced?
8. What does it mean to conserve wealth and why is this necessary for the success of the individual and the progress of the community?
9. How are goods exchanged?
10. What are some of our industrial problems, their causes, and possible solutions?
11. Textbooks: "Occupations," Gowin, Wheatley, and Brewer; "Elementary Economics," Leavitt and Brown; "Vocational Civics," Giles; "We and Our Work," Johnson.

#### *Ninth Grade A*

#### GENERAL STATEMENT

1. The important problem in this grade is to make the students thoroughly familiar with the opportunities offered in the senior high school.
2. It should be made perfectly clear that subjects rather than courses are elected in the senior high school.
3. Each student should be made aware, so far as possible, of the subjects he ought to elect in the senior high school in order to prepare for the institution to which he expects to go on the completion of his high-school course.
4. Students who are not preparing definitely for some institution beyond the high school should be carefully advised as to the best subjects to elect in the different years in order to meet the particular objectives which they may have in mind.
5. It is suggested that each student be required to prepare a booklet along the lines in which he is particularly interested. Definite lesson periods may be given to the collection, preparation, and arrangement of the materials gathered.

Newspaper and magazine articles are also clipped by the children for their notebooks and classroom exhibits. In connection with the



guidance courses the library of one of the junior high schools has prepared a printed list of books helpful to students in the study of various vocations.

The teachers of the guidance courses, from being merely classroom instructors in occupational information, appear to be developing also into the real vocational advisers of the schools. Although they are not yet given the chief responsibility for aiding pupils in choosing their course of study, the fact that they advise each student in the seventh and ninth grades individually just before the selection of the junior and the senior high school course, respectively, places them in actual practice in a position of special responsibility with reference to the counseling program.

The guidance teachers are all regular members of the school staff, for which the requirements are either normal-school or college training and successful teaching experience supplemented by a special course in junior high school organization given by the Rochester Board of Education.<sup>11</sup> No special training in the problems of vocational guidance or in economics nor first-hand knowledge of occupational requirements is demanded of them, although the desirability of such training and knowledge is conceded. Two have had factory experience, and one, appointed by the school board, recently visited most of the business and industrial firms of Rochester employing young persons in order to get first-hand information regarding the occupations open to them. Members of the teaching staff of at least one junior high school have formed a committee on vocational guidance, which has made some occupational analyses and meets periodically for the study of vocational-guidance problems.

In addition to the guidance courses required of all students other than those in the ninth grade commercial and the industrial and household-arts courses pupils electing the commercial course study local industries and occupations in connection with their work in commercial geography and are also given a special course in the study of commercial occupations and the qualifications needed for success in commercial work.

#### **Tests of the Junior High School as a Guidance Agency.**

Rochester has made a valuable contribution toward the understanding of the value of the junior high school as a vocational-guidance agency in detailed studies of the results of the reorganization of the school system on the junior high school plan. These studies show that the reorganized course has proved its effectiveness in holding children in school and in giving the direction and the training that reduce the number of misfits and failures. Before the opening of the first junior high school the peak of withdrawals in its district came at the close of the sixth grade; since that time it has advanced to the eighth grade. Moreover, not much more than half the pupils completing the eighth grade in the elementary schools of this district formerly entered high school, whereas since the establishment of the junior high school almost 80 per cent of those completing the eighth grade have continued in school. In one district 29 more pupils per 100 completing the eighth grade, in another 21, are continuing in school at least one year longer than was the case

<sup>11</sup> The Junior High Schools of Rochester, N. Y., p. 44. [The Rochester Board of Education] 1923.

before the reorganization of the schools on the junior high school plan. Moreover, the percentage of withdrawals and failures among children in the ninth grade of the junior high schools has been found to be lower than among those in the first year of the senior high school coming from districts where the reorganization on the junior high school system had not been effected.

The proportion of pupils going on from the junior high schools to tenth-grade classes has also markedly increased. For example, the proportion of graduates of the commercial courses entering the senior high school from the Washington Junior High School—the first one to be established—during the period January, 1919, to January, 1923, increased from 53 per cent to 68 per cent for classes graduating in January and from 25 per cent to 52 per cent for classes graduating in June. Approximately all these students remain through the senior high school.

Part of the success in holding children in all groups in school has been made possible by permitting promotion by subject in the seventh, eighth, and ninth grades of the junior high school of pupils who have failed in not more than one or two major subjects. Many children have been kept in school also by the provision of special tutoring in "study-coach" classes for students who have failed in or appear likely to fail in one or two subjects, and in one school also for complete failures. Reports indicate that from 60 to 70 per cent of the pupils attending the study-coach classes achieve the desired promotion.<sup>12</sup> The following statement regarding the value of the study-coach class is also made by school officials: "The ability to study, which some of the pupils learn for the first time in the study-coach class, often leads them to remain in school and complete the course."

These evidences of the holding power of the junior high schools in Rochester indicate clearly their success in providing a program which fits the abilities and needs of individual pupils. How well the program is meeting the practical needs of pupils in fitting them for occupational life is more difficult to determine. Such tangible evidence as there is, however, indicates that the vocational objectives of the commercial and unit trade courses offered have proved to be of definite practical value to pupils leaving the junior high school to go to work.<sup>13</sup>

### VOCATIONAL GUIDANCE IN THE SENIOR HIGH SCHOOLS

All the senior high schools offer an academic and a commercial course, and one high school provides a four-year technical course. The commercial course covers four years and is planned in such a way as to fit the pupil at the end of each year for "the kind of position that his age and general education will justify him in accepting." Seniors in the commercial course are given an opportunity to work in an office or a store and attend school alternate weeks, two pupils being assigned to each position. The technical course provides shopwork for a few hours a week in pattern making, machine woodworking, mechanical drawing, sheet-metal work, machine-

<sup>12</sup> The Junior High Schools of Rochester, N. Y., p. 63. [The Rochester Board of Education] 1923.

<sup>13</sup> *Ibid.*, p. 160.



shop work, printing, cabinetmaking, electrical work, and automobile mechanics; girls may elect courses in homemaking. In addition to the work offered by the regular high schools the Rochester Shop School <sup>14</sup> gives four-year and two-year vocational courses in machine-shop practice, mechanical drafting, electricity, printing, pattern making, and industrial chemistry for boys who have completed the work of the eighth grade. This school does not offer alternate employment and schooling. That more vocational work has not been developed in the senior high schools of Rochester is attributed by school officials to the establishment of trade courses in the junior high schools open to pupils 14 years of age who have completed the sixth grade and to the fact that a large private endowed school offers boys and girls instruction in many technical fields.

No program for vocational counseling has developed in connection with the senior high schools. Each of them has appointed a man and a woman as adviser for the boys and girls, respectively, but their duties consist principally in the adjustment of conduct problems and correspond much more closely to the duties of deans in high schools in other cities than to those of educational or vocational counselors. Some effort is made to acquaint pupils in their last year with the opportunities for further training offered by various colleges and universities through the distribution of a pamphlet entitled "From the High School to the Higher Institution," and the assistant principal of each high school keeps college catalogues on file and is ready to advise individual students regarding the entrance requirements and kinds of training offered by various institutions. Advice more definitely vocational in character is given by the head of the commercial department to boys and girls graduating or dropping out of the commercial course. Facilities for placement are offered by this department to all commercial students who wish to avail themselves of it. The opportunity to obtain working experience while still in school through the cooperative course offered students in commercial courses in the second half of the senior year serves not only as a means of testing the pupils' vocational abilities but also as a means of placement, since many pupils remain in their cooperative positions permanently. In the two academic senior high schools courses in industrial history are offered fourth-year students in commercial departments, and in the Rochester Shop School a course is given in elementary economics which offers some introduction to the social and economic problems of industrial life.

#### VOCATIONAL-GUIDANCE ACTIVITIES OF THE CONTINUATION SCHOOL

Under the New York continuation-school law <sup>15</sup> Rochester has been conducting classes for employed minors since September, 1920. The

<sup>14</sup> Through a follow-up study made in January, 1922, of the boys who had graduated during or since January, 1916, from the two and four year courses of the Rochester Shop School it was found that more than half of those located by the investigator were working at the trades learned in the school.

<sup>15</sup> New York, Laws of 1919, ch. 531. The law became effective in September, 1920. The school departments of the various cities and towns are given until 1928 to make the law wholly operative.

law provides that by 1928 all working minors under 18 who are not high-school graduates shall attend part-time school. At present all working children under 17—averaging more than 4,000—are required to attend continuation school for four hours a week. A few minors over 17 attend voluntarily. Continuation-school pupils who are temporarily out of employment are obliged to attend the school five half days (20 hours) a week until they receive new employment certificates. The aim of the part-time school for employed children as conceived in Rochester is primarily one of vocational tryout and direction. An opportunity to observe abilities in the different kinds of handiwork as a basis for selecting the type of course for which the boys are best fitted is provided by a "reservoir" class for all entering boys, in which instruction is given in arithmetic, spelling, English, and civics, and experience is provided in different kinds of shopwork—problems in simple woodworking, sheet-metal, and machine-shop practice. No definite time is fixed for the stay in the reservoir class; some boys stay only a few weeks, others several months. A similar class for girls is contemplated. A plan to give mental tests for assistance in school placement to all continuation-school pupils who have not previously been tested is under consideration but has not been definitely worked out. The results of mental tests, where such tests have been given in the regular day schools, may be obtained by the continuation school on request.

One building in a manufacturing section of the city accommodates all the shop and commercial classes and one domestic-science class. All the remaining classes for girls are housed in another building, about 15 minutes' walk from the first, and music classes are held in one of the junior high schools.

Mathematics, English, civics, and hygiene are required of all pupils. In addition, the course of study includes shopwork (machine-shop and sheet-metal work, cabinet and pattern making, masonry, electrical work, printing, and mechanical drawing) for boys; homemaking courses, dressmaking, millinery, costume design, and power-machine operating for girls; commercial work (typewriting, bookkeeping, office practice, and retail selling) and instrumental music for both boys and girls. A "unit-instruction" plan of teaching is in use for both shops and related classes. An outline of each assigned or selected project is furnished each pupil, who works on it until it is completed. The maximum class enrollment is 20 pupils, and the method of instruction is largely individual.

The student's success or failure in the selected course of study is carefully watched with special reference to his apparent fitness for the kind of work for which his studies are a preparation. Students are not required to take courses relating to the work at which they are employed; when they do so, however, and their class work is poor the school attempts to have them placed in some other kind of employment. Children in the part-time school are urged to return to regular school, and some few do so, although the proportion returning is not large.

With two or three exceptions the teachers have had five or more years' practical business or industrial experience. Students receive practical information regarding the requirements of occupational life in connection with the various nonacademic courses. Assembly



talks on vocational opportunities are given from time to time by business men and others. The school has also a good reference library on vocational opportunities.

As is recommended by the State commissioner of education, each teacher in the continuation school is required to do a certain amount of home visiting for his or her home-room pupils. They either make 10 visits a week or devote 8 hours a week to this work. A visit is made to the home of each student twice a term. A small number of teachers who have themselves had business or industrial experience and are especially successful in contacts with business establishments act as coordinators between the school and employers. They visit employers to supervise the children at work, as required by law, making adjustments of employment, suggesting training needed, etc. They also carry back to the schools information on qualifications demanded by industries in their workers and on business and industrial methods, which often results in a modification of the commercial and industrial courses. Other teachers are being gradually trained for this work, first going as observers with one of the regular coordinators.

Up to 1923 boys and girls who were out of work were referred for positions to the junior section of the State public employment office. In January, 1923, a "service and placement department" was established in the continuation school.<sup>16</sup> The work is carried on by a woman and by a man whose time is divided between the registration of pupils and their assignment to classes, counseling, and placement. Counseling includes consultation on a number of matters other than vocational, such as family problems, financial difficulties, and recreation. Up to October, 1923, approximately 300 boys and girls had been placed. A mimeographed questionnaire form filled in by each pupil upon registering in the continuation school furnishes the "service workers" with general information regarding his family, education, occupation, and occupational preferences. Permanent record cards containing information on grade attained, attendance, and conduct are furnished by the elementary or junior high schools from which these pupils come. The workers are thoroughly familiar with the occupations open to young persons in Rochester and with employment conditions in individual factories, stores, etc., as a result of the visits made by the coordinators to employing establishments. Information regarding these establishments and any others that are investigated is filed on blanks prepared for the purpose. Forms for requests from employers, applications for positions, and introduction cards are in use. The application blanks are filed by names of registrants but are soon to be rearranged according to the kind of work desired.

#### THE USE OF MENTAL TESTS AS A FACTOR IN GUIDANCE

The mental-testing program in Rochester has been in operation for many years under the direction of the child-study department of the public-school system. As in most cities where such a depart-

<sup>16</sup> In June, 1924, the State public employment bureau placed a worker in the continuation school to cooperate with the school in placement.

ment has been established, the original purpose was to select children for special rooms for mental defectives. Its principal activities now are individual testing, especially of children of retarded mentality, and, in lesser degree, group testing of entire classes of children for the purpose of separating them into homogeneous groups on the basis of intelligence-test scores, supplemented by teachers' estimates of ability and school attainments.

The staff of the department consists of a director, who has completed most of the work for the degree of doctor of philosophy in psychology; a psychologist, four psychological examiners, and one home visitor. The director, the psychologist, and the psychological examiners are college graduates who have specialized in psychology, and the two first named have complied with the requirements<sup>17</sup> for the position of qualified examiner in mental defect under the State mental-deficiency law. (See p. 143.) All intelligence tests in the schools, both individual and group, are given and scored by members of the department staff.

In 1922-23 the number of individual tests given by the department was 2,837, and the number of children given group tests, 5,077. In several elementary schools all children in the primary grades have been tested, and in others those in the fourth and fifth grades, with the object of classifying them in homogeneous groups, and in some of the cases providing a special type of instruction. (See p. 334.) Since 1919 children about to enter the junior high schools have been given a group test. Both forms of the National intelligence tests (A and B) are used, and the scores made in them are combined with a teacher's rating made on the five-point scale devised by Terman. On the basis of this combined measurement children are grouped into sections during their first year of junior high school, and the mentally superior groups are accelerated or given an enriched course. The reports on these tests are accessible to the junior high school counselors. For a time the test scores from one junior high school, as well as the test record for all children leaving the special rooms, were sent to the junior branch of the State public employment office, but when a change was made in the personnel of this office in 1921 the practice was discontinued. All pupils entering one of the senior high schools and some entering the other senior high school are examined by Otis and Terman tests for the purpose of classification according to mental ability. Applicants for scholarships are given mental tests. (See p. 355.)

### PROVISION FOR THE EDUCATION OF THE HANDICAPPED

In its provision for children who are either mentally or physically handicapped Rochester's achievement is unusual for a city of its size.<sup>17a</sup> In 1922-23 there were 40 special classes for children of subnormal mentality. Older boys of this type are cared for in a special school for subnormal boys. When these older boys leave school,

<sup>17</sup> Two years of graduate study at an incorporated university or college and three years of actual clinical experience.

<sup>17a</sup> The New York State law requires the establishment in the public schools of special classes for all children who are three years or more retarded (New York, Education Law, article 20-f, added by Acts of 1917, ch. 553).



positions are found for them by the school. The school officials report that they have no difficulty in placing them in fairly good jobs in the trades—not errand work—and that they receive requests for boys regularly from certain factories. Most of their boys go to furniture companies, printing shops, and button factories. Placement from the special department of a girls' vocational school (now closed) appears to have been less successful, chiefly, it is stated, because the girls did not care to go into the trades (dressmaking and millinery) for which they had been given training and in which the school officials tried to place them, but preferred to go into factory work, where they could earn more money.

A special school for crippled children, supported partly by private funds, is maintained by the board of education. The public-school system also maintains lip-reading classes for the partly deaf (four teachers in 1922, going from school to school), a sight-saving class for the partly blind (one in 1922), and an open-air room for tuberculous and pretuberculous children. One teacher is provided for convalescent children in hospitals.

### SCHOLARSHIPS

Scholarships in the Rochester schools had their origin in the efforts of visiting teachers to keep in school the most promising of the many children who, they found in the course of their work, were taking jobs because they could no longer afford to stay in school. At first the visiting teachers solicited funds for this purpose from philanthropic individuals; but the need of a regular scholarship fund to draw upon for this purpose was soon seen, and the idea was conceived of raising it by contributions from teachers and school children as a memorial to the public-school boys who went into service during the war. Accordingly "The children's memorial scholarship fund" was established on the first anniversary of the signing of the armistice, November 11, 1919. Pledges from the schools totaled \$5,000 a year for the first three years. The money has been raised through contributions, through the proceeds of school entertainments, and through the donation by some schools of Liberty bonds bought during the war. The receipts for 1923 were \$6,482.26, of which \$3,451.67 was donated by the schools and \$3,030.59 was received from public contributions.

The following statement of the aims and methods of administering the fund has been issued by the board of education:

#### Purpose:

- A. To serve as a living memorial to the public-school boys who went from Rochester into service during the World War.
- B. To help children who are financially unable to continue their education and to prevent children from dropping out of school before the completion of a definite course in their education, such as graduating from grammar school or high school, or training in special lines.

#### Organization:

The board of education and the Rochester Teachers' Association jointly appointed a committee of five. This committee was to constitute the directors and to administer the fund. The committee is composed of a chairman, secretary, and three representatives from all the school body. The treasurer is a citizen at large. The first treasurer is a banker and a member of the board of education.

**Field of education covered:**

C. All public-school children are eligible who have satisfied the requirements of the compulsory-education law. This specifies that a child must have completed the Six A grade of school work and be 15 years of age, or have graduated from the grammar school and be 14 years of age. Applications from all departments of school training are equally eligible, i. e., academic, commercial, trade, or vocational.

**Finance:**

The fund is financed by a three-year pledge<sup>18</sup> from all the public schools. The money is raised either by entertainments given in the school or by individual subscriptions of the children. The Washington Junior High School carried out the idea of "sacrifice through service" in carrying its pledge to fulfillment. It is expected that there will be no contributions to the fund from outside sources during the initial three-year period.<sup>19</sup>

**Application and investigation:**

Application for the scholarship is made directly by the principal of the school which the child is attending and filed with the secretary of the fund. Investigation is made under the supervision of the secretary, who is visiting teacher for the department of public instruction. She is a trained social-service worker and is assisted by school advisors and outside agencies interested in the family.

**Scholarship (amount):**

The amount of the scholarship varies with the need of the family and child, as brought out by the investigation. At present the minimum is \$3 and the maximum is \$6 per week.

**Part-time work:**

If the child is physically able to do part-time work and the school hours are such as to permit it the scholarship is the difference between the amount he would earn on full time and the part-time wage. The directors of the fund assist the children in finding part-time work.

In addition to a cash scholarship, books and school supplies are furnished by the schools. Up to the present time the number of eligible applicants has not exceeded the available funds, so that rigid requirements for preference have not had to be fixed. However, only children who give evidence of being seriously interested in continuing their schooling and of being benefited by it are regarded as eligible. A social investigation involving a home visit to ascertain the desire and ability of the family to keep the child in school is made in the case of each applicant. Children of subnormal mentality or those too dull to profit by school work above the sixth grade are excluded from the benefits of the fund, but those of average mentality whose school record is good and whose industry and good will are unquestioned are considered just as eligible as children of superior mentality. Mental tests are given all applicants for scholarships to confirm the recommendation of the school principal as to the course of study. Scholarship pupils must maintain a high standard in their school work, and their conduct and school reports are carefully watched. Opportunity for guidance is furnished by the requirement that all children on scholarships call for their checks each week at the office of the secretary of the fund in the visiting-teacher department of the schools, where they are interviewed on their school progress by a trained worker and where they talk over any problems that may have arisen. A paid scholarship visitor has recently been appointed

<sup>18</sup> The pledge is now made annually.

<sup>19</sup> Outside contributions are now accepted.



who devotes one afternoon a week to these conferences and spends the rest of her time in the investigation of applications.

During the first three years of the fund (November, 1919–November, 1922) 99 children—41 boys and 58 girls—out of 197 applying were granted scholarships. Sixty-five of the recipients were under 16 years of age. The courses for which the scholarships were given are as follows: Academic, 43; commercial, 30; vocational (i. e., technical), 20; unspecified, 6. The amount of the scholarships varied from \$1 to \$6 a week; 44 children received \$3 and 37 received \$6.

## EMPLOYMENT-CERTIFICATE ISSUANCE IN RELATION TO VOCATIONAL GUIDANCE

Under the New York child-labor law <sup>19a</sup> no child may leave school for regular employment until he is 14 years of age. Children leaving school before they are 15 must have completed the eighth grade, but 15-year-old children are permitted to leave if they have completed the sixth grade. All children under 16 leaving school for work must obtain employment certificates in accordance with the law. For all minors under 16 a certificate of physical fitness from the examining officer of the local board or department of health is also required. The educational requirements are strengthened by the provision that the applicant for a certificate who is not a graduate of the elementary-school course shall be tested by the certificate-issuing officer as to his ability "to read and write correctly simple sentences in the English language"; children reported by public or private school principals as having satisfied the grade requirements of the law sometimes fail in their reading and writing tests.

Prior to September 1, 1921, employment certificates were issued by the city health bureau. As a result of a change in the law in 1921 the responsibility is now in the hands of the superintendent of schools, by whom the actual work of certificate issuance has been delegated to the director of manual training of the elementary schools. This official gives about half his time to certificate issuance, in which he is assisted by three clerks. Applicants are interviewed by one of the latter, who has had a number of years' experience as a trained nurse and social worker. Literacy tests are given by another assistant, who is a college graduate.

Certain provisions of the law itself offer excellent opportunities for advice and guidance. One of these is that the child and his parent must appear in person before the school principal before the latter issues the record of school attendance required for a certificate. The principal is thus afforded an opportunity not given under most laws to any official connected with the issuance of employment certificates, to point out to the parent before the child has severed his school connection the value of further schooling.

Since the school medical examinations made by physicians of the city health bureau in both public and parochial schools are believed to be sufficiently frequent and thorough to make unnecessary an additional examination of most children just leaving Rochester schools to go to work and since the results of these examinations are always

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<sup>19a</sup> New York, Laws of 1921, ch. 206; Laws of 1922, ch. 464.

made available to the certificate-issuing officer, few except those who have come from other communities or whose examination records show physical defects are required to be examined when applying for employment certificates. Reexamination of children changing their employment is not usually required, so that there is no check-up on the injurious effects, if any, resulting from conditions of employment.

If the child on his first visit to the certificating office says that he has not yet obtained employment (the great majority of the children have done so before applying) he is usually referred to the juvenile bureau of the State public employment office. No investigation of occupations for which permits have been issued has been made by the department, but it is planned to begin such investigation as soon as funds permit. The issuance of certificates has been in the hands of the school department for so short a time that although the director has in mind the possibility of developing the machinery of certificate issuance as an aid to vocational guidance he has not yet been able to put all his plans into operation.

### THE JUVENILE PLACEMENT BUREAU OF THE STATE PUBLIC EMPLOYMENT OFFICE

A separate division for the placement of juniors, known as the juvenile placement bureau, was established in the State public employment office conducted in Rochester by the New York State Department of Labor on January 1, 1918, somewhat later than the inauguration of the school guidance program with the opening of the first junior high school. The office is entirely supported and directed by the Industrial Commission of New York and is not connected officially with any local organization. It is assisted in developing contacts, however, by an advisory committee of 17 members, representing all phases of the social, economic, and educational life of the city—the schools, the business and fraternal organizations, the local mothers' club, the labor unions, the Associated, Catholic, and Jewish charities, the churches, and the Young Men's and Young Women's Christian Associations. This committee is divided into groups or subcommittees who advise with regard to particular phases of employment work; for example, a committee on education, a committee on trades, a committee on part-time work. These all meet once a month to report to the committee as a whole.

Applicants for placement must be not more than 18 years of age and must have obtained employment certificates or present proof of being 16 years of age or over. Although the juvenile placement bureau handles a large proportion of the junior-placement work done in the city, it is not in complete possession of the field. The commercial departments in both public and parochial schools and the directors of vocational and trade courses place many of their own graduates, and the trade unions and several employers' organizations maintain employment exchanges, some of which take care of minors over 16 years of age. Since January, 1923, also, the continuation school has organized a placement service (see p. 352, note 16). During the year September, 1922, to September, 1923, the bureau made 1,771 placements of boys and 814 of girls 16 years of age or over; and 795 placements of boys and 510 of girls between 14 and 16 years of age.



Although there is no official connection with the schools and the school system has not officially adopted the policy of centralizing placements of school children in this bureau, the schools—especially junior high schools—send many applicants to the placement bureau, as do local social agencies. Letters urging registration are sent by the bureau to the schools, and advertisements and feature stories are sent to the newspapers. Employers are solicited for openings for young workers, sometimes through personal interview by an agent representing the entire State office, sometimes by letter. Solicitation of positions for individual registrants is part of the daily routine of the bureau.

Two women secretaries, with stenographic assistance from the main office, handle the placement for boys and girls, respectively. The building in which the juvenile placement bureau and the other divisions of the State public employment office are housed is located in a central business district. The juvenile bureau has its own entrance separated from those of the other divisions. The quarters consist of a waiting room and a consultation room for boys and one for girls.

Ten or 15 minutes are allowed for the first interview with new registrants. Class ratings, teachers' estimates of ability, records of attendance, the results of mental tests, and information regarding home conditions are supplied by junior high school counselors upon request, and information regarding an applicant is sometimes obtained from some interested local agency. But such information is not supplied either by schools or other organizations as a matter of routine, and most of the placement worker's knowledge of the applicant, his training and abilities, work history, and home conditions comes through the interview. Whenever time permits, applicants for clerical or office positions are given a simple trade test to determine their proficiency. Occasionally an applicant is referred for a mental test to the department of child study of the public schools.

When an applicant is referred to a position he is sent with a card of introduction and asked to report the result of the interview. If he does not do so the placement worker follows up the reference over the telephone. Notation of each call is made on his card, and the case is not considered closed until there is some definite action to report. Boys and girls for whom there are no immediate openings are encouraged to return every day until they are placed. If an applicant does not return, he is summoned if a call comes in for a worker in a position which he could fill. Two weeks after placement boys and girls are invited by post card to call at the office at its evening hour, held once a week, and report upon their work. This interview, after the young person has come in contact with actual working conditions, is considered by both secretaries their main opportunity to give vocational advice and suggestions.

Comments from employers are sought chiefly through a questionnaire, which is sent only to establishments where at least three of the bureau's registrants are employed. Employers are requested to check the names of boys or girls still at work and report on their duties, promotions, and capabilities.

Forms and record blanks are the same as those used in the juvenile employment bureaus operating under the New York State Department of Labor in New York and other cities (see pp. 135, 136, 138).

A numerical filing system is used. Applicants' cards numbered in order of registration are filed by occupations and cross indexed alphabetically. The cards of former applicants out of work are not removed from the closed file but are marked with clips, a device which, especially during periods of serious unemployment, keeps the file of new applications from becoming overburdened. The file cards of applicants reported by the department of child study as dull or subnormal and those in need of special attention or some action, such as a home visit, also bear clips. Employers' "orders" are filed alphabetically. Those which have been filled or canceled are put in a separate file and form the basis for soliciting openings when necessary. Entirely separate from the file of "orders" is that containing records of visits to employing firms. Slips are used to note placements, one for each placement, and these, together with returned post cards from employers, are sent to the general office, where they are filed with similar slips from the other divisions of the service. Statistical reports of the work of the juvenile bureau are published in the bulletins and reports of the State industrial commission. Special reports are made on request.

Considerable detailed information on local industrial and business openings has been accumulated by the bureau and classified and filed; but as this information has never been summarized it is not easily available for use in the placement work. A few trade studies have been undertaken by the bureau, by school agencies, and by a committee of the local chamber of commerce. (See p. 360.) Employers' "orders," however, form the principal source of information on openings for young workers.

The experience of the bureau has led to the conclusion that few positions offer any promise of training for the boy or girl under 16. Continued part-time education, careful placement, and supervision of the employed child are the means used to meet the problem of the child who must go to work even though his lack of education and training makes it necessary to place him in an unpromising routine position. Further education is usually discussed with all applicants at the office, and many children are urged either to return to regular school or to enter night courses. The placement workers have visited every local center of vocational training and are in touch with opportunities for training within the State. They keep a file of school and college catalogues and display pictures of educational institutions on the walls of the office. A special effort is made to obtain part-time work for children who would otherwise be obliged to leave school. Care is taken to see that applicants who should attend continuation school are sent to enroll.

The bureau keeps in touch with all social agencies, especially those for promoting the welfare of children, referring to them cases for financial or other aid. Organized labor is represented on its advisory committee, and the unions aid in placing older boys in trades. Cooperation with all departments of the schools is close and constant. To junior high school counselors referring pupils either for part-time or for permanent work the office periodically returns a summarized report with explanations, which are intended to increase the school's comprehension of placement problems. It makes a special effort to place and supervise children sent for placement by the department



of child study of the public schools. It keeps informed as to the rulings made by the certificating bureau of the attendance department and instructs applicants of employment-certificate age in these and in the steps necessary in obtaining their working papers.

Being a State office, the bureau is in a position to serve the schools not only as an employment exchange but as an information bureau. It tries, for example, to keep the schools informed as to the demand for certain kinds of training, so that they may not continue to train workers for an overcrowded market. The placement secretaries have worked with the faculty of the junior high school to develop their vocational studies and have given talks to groups of children on vocational subjects and the work of the bureau.

## INVESTIGATION OF INDUSTRIES AND OCCUPATIONS

Studies of occupations open to minors have been made by the commercial and industrial education committee of the Rochester Chamber of Commerce and by a subcommittee on vocational publications of the advisory committee to the juvenile placement bureau of the State employment office. The chamber of commerce committee has not been active for some years, but the series of studies (see p. 333) begun under its auspices 10 or more years ago has been continued by the director of manual-training work in the elementary schools, who was largely responsible for the committee surveys. In 1920 revised editions of the reports originally prepared for the committee on the machine industry and the collar factories were published by the board of education for distribution to teachers and to school children and children applying for work permits. New leaflets in this series have been published since 1920 on manicuring and hairdressing, the perfumery trade, dressmaking, and telephone operating. Each leaflet is only a few pages long and presents only a few general facts as to the nature of the work done, the pay offered, the hours of work and seasonal variation, the qualifications necessary for admission as a beginner, and the advantages of the occupations.

The subcommittee of the advisory committee to the juvenile bureau of the State public employment office, which has among its members several of the faculty of the junior high schools, has issued a number of short mimeographed articles on occupations in Rochester. These have been distributed to children applying at the State public employment office and to junior high school students. Those issued to date are on nursing, hairdressing, paper-box making, candy making, dental hygiene, secretarial positions, and the clothing trades. Occupations in which a considerable number of minors are employed, such as box making and candy making, or those recognized as being especially desirable or having definite promotional possibilities, such as nursing, dental hygiene, and hairdressing, have been selected for presentation. Their value lies chiefly in affording teachers and other members of the committee responsible for making the studies an opportunity to obtain first-hand contacts and information on local business and industries.

During the last two years preliminary steps in analyzing occupations in the principal industries of Rochester have been taken by a committee representing local industries and the Rochester Mechanics'

Institute in cooperation with the National Board on Personnel Classification. With a view to ascertaining the amount and kinds of skill required and the education and personal qualifications necessary, 26 occupations<sup>20</sup> have been analyzed. A detailed outline was used for the study of the occupations, and minimum specifications, such as the following for the occupation of lacquerer, were drawn up:

*Minimum specification for lacquerer (spray and hand)*

**Skill:**

- Should know proper consistency of material used and be able to mix properly.
- Must be able to determine proper thickness of coat as applied by air spray.
- Be able to handle and determine proper nozzle for different consistency of material applied. If necessary to be able to use brush.
- Must be able to tell when work is ready to lacquer as to cleanness, smoothness, and proper surface to take different classes of finish.
- Should know whether 1, 2, or 3 coats is necessary for proper finish.

**Knowledge:**

- Write legible simple English sentences and numerals.
- Speak simple English.

**Peculiarity of occupation:**

- Does not object to fumes or humid condition, standing, eye and nerve strain. No objection to lacquer or enamel on hands.

**Personal:**

- Quickness of eyes and hands.
- Mental alertness.
- Must have good health and no weakness of the throat, eyes, or color distinction.

## SUMMARY

There is no centralization of all the vocational-guidance activities in Rochester in a single bureau or department in the public-school system or elsewhere. Such activities as have been developed in the schools are the result of the work of the director of junior high school grades in cooperation with the principals of the individual schools in which programs are in operation. Organized placement for juniors is carried on by the juvenile placement bureau of the State public employment office conducted by the New York State Department of Labor, without official connection with the school system except through the continuation school.

The initiation of vocational-guidance programs has been left to the individual school principals, and except in the junior high and continuation schools, which have a definite vocational-guidance aim, few have introduced a comprehensive vocational-guidance program. The junior high school organization, which, it is expected, will be completed within a few years, is the principal guidance agency in the city school system, and through it are carried on the main activities of a well-developed system of vocational guidance: Entering pupils are classified for teaching purposes on the basis of mental ability; a varied curriculum adapted to try-out experiences in different kinds of work is offered; trade preparatory classes have been organized;

<sup>20</sup> Spiral bevel gear cutter, spur and worm gear cutter, bevel gear cutter, tool and die maker (general), die sinker, scientific instrument maker, time clerk, watchman, planer and shaper hand, turret lathe hand, rough hand grinding, handsaw machine, machine grinder hand, drill press hand, plane milling hand, plane and universal milling machine hand, engine lathe hand, turret lathe hand (special), lacquerer (spray and hand), lacquer and spray metal finisher, hand grinder, toolmaker (general), molder, bench hand, metal finish grinder, general clerk.



unusually careful attention is devoted to the choice of a curriculum, and transfer from one type of course to another is made easy; courses in vocational information are given all junior high school students except those in vocational courses; a system of counseling is in operation; and close cooperation to further intelligent placement is maintained with the juvenile bureau of the State public employment office. The junior high school has been markedly successful in holding children in school and reducing cases of misfits and failures. One of the distinctive features of the organization is a course in guidance given in each year of the junior high school and presenting information on the various junior and senior high school courses, on occupations and their requirements, and on economic and industrial subjects chiefly as they apply to wage-earning juniors. The guidance teachers appear to be developing into the real vocational advisers of the junior high schools, for although the schools have counselors on their teaching staff their chief duty is to keep home and school in touch with each other rather than to give vocational advice, whereas the guidance teacher confers individually with pupils and advises them prior to their selection of the junior and the senior high school courses. The guidance teachers are selected from the regular teachers of the different schools, but most of them have had some first-hand knowledge of industry and industrial conditions.

Although the elementary schools and the senior high schools have no well-developed program of vocational guidance, certain activities distinctly valuable as a means of assisting children to "find themselves" educationally and vocationally have been developed. Among these are various types of classes in the elementary school for children of different mental levels and cooperative classes, combining school and work, carried on in the commercial departments of the senior high schools. The continuation school also offers to its entering pupils try-out experiences in commercial and industrial occupations, and through its system of specially trained coordinators who visit local employing firms to supervise the continuation-school children at work it has been able to effect a close correlation between their work and school activities. It has recently organized a placement service.

A scholarship fund, raised by school children and administered by a committee of teachers, has been established to enable needy children to receive more education and training than they would otherwise be able to afford.

Mental testing is on a sound basis. All tests are given and scored by persons specially trained for this work, and the results are used in classifying children into groups for more effective teaching and in giving advice regarding choice of school courses.

The State public employment office has a juvenile placement bureau. With the advantages resulting from the prestige of a State agency and from access to data on employment opportunities and conditions gathered for the entire organization, it combines those resulting from close cooperation with local agencies and with the schools, especially the junior high schools. It is assisted by an advisory committee made up of representatives of various local groups, business, social, and educational. Although

hampered by the smallness of its staff, it handles what is for any one agency a comparatively large proportion of the junior placements and constantly endeavors to extend the field of its service through cooperation with local groups and through newspaper and other publicity.

Brief studies of occupations open to minors have been made by the Rochester Chamber of Commerce and the advisory committee of the juvenile placement bureau, and job specifications for a number of occupations in important industries of Rochester have been prepared by a local committee representing the industries and educational institutions.





## ATLANTA

### HISTORY AND ORGANIZATION OF VOCATIONAL- GUIDANCE ACTIVITIES

The interest and financial backing of one public-spirited citizen were responsible for the initiation of the vocational-guidance program as well as of a number of other forward-looking projects in the public schools of Atlanta. At his expense a director of vocational guidance was engaged in 1917 to work out a program of vocational guidance and placement in the schools. Since 1920, however, the salary of this official, now designated director of vocational guidance and educational research, has been paid by the Atlanta Board of Education. No comprehensive program of any permanency was developed during the first few years of the work, a circumstance explained by the fact that prior to the appointment of the present director in the fall of 1921 four directors had held office since the beginning of the work in 1917. Nevertheless, the year 1920 saw the beginning of a system of mental and educational measurements in the schools and the establishment of a placement office under the joint auspices of the board of education and the Junior Division of the United States Employment Service.

At the present time all organized vocational-guidance activities except the placement office are under the direction of the director of vocational guidance and educational research of the board of education, more commonly known as the director of guidance and research. He is responsible for educational research and measurement as well as for the development and direction of vocational and educational guidance activities in the schools, and his time is approximately equally divided between these two functions. His activities may be outlined as follows:

#### I. Educational research and measurement:

1. The administration of the mental and educational testing program, which includes the training and supervision of teachers in giving and scoring tests and the interpretation and use of test results in the classification of pupils into homogeneous schoolroom groups on the basis of ability.
2. The administration of special classes for defective children in cooperation with the assistant superintendent in charge of elementary schools.
3. The conduct of such special investigations and research relative to any field of the work of the public schools as may from time to time be requested by the superintendent or assistant superintendents.



## II. Educational and vocational guidance:

1. The development and supervision of the school counseling program.
  - a. Supervising and cooperating in the work of vocational counselors and vocational-guidance committees appointed in the schools.
  - b. Giving vocational information and counsel personally through addresses to student groups and conferences with individual students.
  - c. Planning and supervising the use of a cumulative or "vocational-guidance information" record card.
  - d. Planning and directing publicity campaigns and preparing publicity material.
2. The supervision, in cooperation with the assistant superintendent, of vocational-civics classes and the preparation of material for these courses; the developing of material for use in school themes relating to vocational guidance.

The present director is a college graduate with special training in guidance and psychological research. He has also had practical experience in the various production departments of a steel mill. Before taking up his duties in Atlanta he spent several months in a study of the organization and activities of the vocational-guidance department of the Pittsburgh public schools. He has no assistants. In carrying out his program he depends for aid entirely upon members of the teaching staff, of whom some give and score mental tests and others serve as vocational counselors or as members of vocational-guidance committees in the various schools.

Placement facilities for juniors are afforded by the school employment service, which is supported by funds contributed in part by a group of Atlanta citizens and in part by the Federal Government through the Junior Division of the United States Employment Service. The office is, however, under the immediate supervision of the superintendent of schools, who represents the United States Employment Service as superintendent of guidance and placement for Atlanta, and it is regarded as an integral part of the public-school system. The staff in January, 1924, consisted of three workers: A counselor in charge, who directs the work of the placement office for white registrants and has general supervision of the program for colored registrants also, a placement clerk assigned to the office for white juniors, and a negro counselor directly responsible for the work of the office for negro juniors. The counselor in charge of the office for white registrants is a college graduate with a master's degree in social economy, who has had experience in teaching, in social case work, and in business; the negro counselor has had normal training and teaching experience. The monthly budget for the office is \$355, exclusive of rent and telephone service for the office for negroes, which are donated by the colored Young Men's Christian Association.

Although the work of the employment office is not under the supervision of the director of guidance and research, cooperation between the two offices is close. An important feature of this cooperation is the transfer to the school employment service of the vocational-guidance information or cumulative record card for each pupil graduating from or dropping out of the public schools.

## THE VOCATIONAL-GUIDANCE PROGRAM IN THE PUBLIC SCHOOLS<sup>1</sup>

### THE USE OF MENTAL AND OTHER TESTS AS A FACTOR IN GUIDANCE

Considerable progress has been made in Atlanta in the use of psychological and educational or achievement tests as a basis for the classification of pupils into schoolroom groups and as an aid to more efficient teaching of certain subjects. During the last two years, group mental tests have been given all children, both white and colored, in the last grade before their promotion to high school; and in the year 1922-23, in view of the expected opening of the junior high schools in the fall of 1923, (see p. 381) group tests were given also to sixth-grade children. On the basis of the test results and of their previous class standing, first-year pupils in the senior high schools, and all pupils in the junior high schools, are sectioned according to their mental ability into three main groups—fast, average, and slow moving—each of which is subdivided on the basis of the intelligence quotient into three smaller groups. These groups are being carefully watched for possible mistakes in classification, and when a pupil proves to be a misfit in the group to which he has been assigned he is transferred to another group. The reassignments are based on the combined judgment of five of the pupil's teachers. Children in the slow-moving section receive instruction only in the "minimum essentials" of the prescribed course; those in the fast-moving section are given an enriched course.

Classification on the basis of mental ability has been carried out to a considerable extent for white children in the lower grades also. Although there has been no testing of any grade below the fifth throughout the school system, at the request of school principals tests have been given to children in one or more of the lower grades in a number of the larger elementary schools for white children, and classification based on the test results has been effected. The division has been made into either two or three groups, depending on the size of the class. In schools where tests have not been made the tendency is to divide each class for greater ease in teaching into at least a slow and a fast moving group on the basis of the teacher's estimate of individual pupils. During the school year 1922-23, approximately 25 per cent of the white children of the first and fourth grades, 50 per cent of those of the second, and 20 per cent and 40 per cent, respectively, of those of the third and fifth grades were tested for purposes of classification. In a few elementary schools, at the principal's request, all pupils were tested. Group tests were also given to the first-year class in two of the high schools.

The number of children given group mental tests in Atlanta in 1922-23 was 11,900, 29 per cent of the net enrollment of the public full-time day schools. Most of the children whose group-test scores indicate mental subnormality and some of the others who are retarded in their class work are given individual tests. A very few mentally superior children also were given individual tests. The number of individual tests given in 1922-23 was 409.

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<sup>1</sup> For the school year 1923-24 unless otherwise indicated.



In the fall of 1923, when kindergarten classes were first started, the kindergarten teachers were encouraged either to give their pupils an intelligence test or fill out for each child a "psychological-pedagogical observation card" answering 41 questions, such as "Does he give name intelligently?", "Does he know his street number?", "Does he know the day of the week?" All third, fourth, fifth, and sixth grades are given standard reading and arithmetic tests, and all grades except the first, a standard spelling test, under the supervision of the director.

The Illinois intelligence tests are used for fifth and sixth grade children and in the fourth grade whenever tests have been made, and Otis tests are used for first-year high-school students. The Pintner-Cunningham intelligence test, a picture test adapted to young children, has been employed in the lower elementary grades and the kindergarten. The individual tests in use are the Stanford-Binet and the Porteus maze. The giving and scoring of tests was done at first by the director of guidance and research, but as the number of teachers trained in testing has increased, most of the tests are now given by teachers working under the director's supervision. Most of the ungraded-class teachers who give the individual tests have been trained in testing through summer or extension courses at universities or at schools for the feeble-minded, but a few have had no training except that given by the director. This training consists of a series of conferences and talks on testing held during the course of regular monthly meetings throughout the school year for teachers of ungraded classes; it includes also practice testing under the observation of the director. Many of the principals and teachers of the regular classes who give and score the group tests have had summer or extension courses in testing. Those who have not had this training are given special instruction—principals, by the director, and teachers, by their principals, who have been trained by the director. The director's instruction in group testing is given at a bimonthly meeting called for general-instruction purposes and is supplemented by a demonstration of mental testing given by the director. In addition all normal-school students in Atlanta are required to take a course in mental testing for two hours a week throughout their senior year, including practice work, under observation, in both individual and group testing.

Children who offer especially difficult problems of mentality or behavior are referred for tests to a psychological clinic conducted by the director of the local associated charities, who has had considerable training and experience in mental testing, or to a "gland clinic," which gives free physical examinations and free treatment to mental cases where the condition is traceable to glandular disorder. Plans are under way for the establishment of a mental clinic in connection with the public schools.

### SCHOOL COUNSELING

A beginning has been made in the development of a program of educational and vocational counseling in the schools. In each of the junior and senior high schools a counselor for boys and one for girls has been appointed from among the teaching staff by the

principal of the school in consultation with the director of guidance and research. In the elementary schools the principal or assistant principal is designated counselor. In the junior and senior high schools the counselor is assisted by a "vocational-guidance committee" of teachers, the numbers varying from school to school. The school counselors work under the general supervision of the director, who once a month meets those of the high schools in a group for exchange of experience and for instructions in regard to the guidance program. Each school counselor is required to send to the director a quarterly report of his or her work. Although counselors are not required to have had special training in addition to that qualifying them to teach, those who have been appointed counselors are usually the teachers interested in guidance, and a number have taken university courses in mental testing or vocational guidance either at local colleges or at Harvard or Columbia.

The duty of the school counselors is to carry out in their respective schools the guidance program promulgated by the director of guidance and research. They are responsible, first, for supervising the filling in of a vocational-guidance information or cumulative record card and for the entering of teachers' marks upon the card. This card is in use in all grades beginning with the sixth and is filled in by the teachers who have previously observed the director supervise the filling in of the cards, as was done when they were first in use, or, in the case of new teachers, after instruction by the director. It is transferred with the child from grade to grade through the junior and senior high schools, and when a pupil leaves school it is transferred to the files of the school employment service. On the face of the card (see p. 371) the pupil states his plans for further education, the school subjects liked best and least, the occupation his father wishes him to follow, his own vocational preferences, and other facts, including an analysis of personal qualities, of use to teachers and vocational counselors in advising with reference to the type of education and occupation for which the pupil is suited. On the back of the card is space for entering intelligence-test results, class ratings, recommendations of successive teachers from the sixth grade up, and recommendations of vocational counselors. The card was stated by the director in his report for 1921-22 to have formed the basis for "the most effective piece of vocational-guidance work" of that year, furnishing information of value not only to the school counselor but also to placement workers and employers. For the purpose of giving pupils an opportunity to record any change in their choice of vocation, it is planned to have all pupils in the ninth and the twelfth grade fill out new cards to be attached to the original card.

In addition to their responsibility in regard to the vocational-guidance information card, the counselors are responsible for the conduct of "vocational-guidance weeks" and other educational and vocational-guidance publicity measures (see pp. 380-381), for the posting or distribution of publicity material furnished by the director, and for arranging in their respective schools for excursions to business establishments and for addresses on occupations by outside speakers, as well as for counseling individual pupils in regard to their choice of, or preparation for, an occupation, failure in a school subject,



leaving school, and so forth. They also carry on such research studies as are requested by the director or by the principal of their school (see pp. 379-380). The counselors, except in the Opportunity School (see pp. 374-375), do no placement but refer to the school employment service all pupils who desire work.

### **The Elementary Schools.**

In the elementary schools the counselor's work, with the exception of supervising the filling in of the vocational-guidance information cards, varies with the interest of the individual principals in the guidance program. The measures taken to impress upon children the importance of going to high school are described on pages 380-381.

### **The Junior High Schools.**

The greater need for educational and vocational counseling in the junior high schools is recognized, although owing to the fact that the junior high schools in Atlanta have been in operation only since the fall of 1923 the work is not yet developed to the extent planned. The counseling program in these schools in the early part of 1924 was as follows:

Each of the two school counselors held regular office hours in an office specially provided for the purpose. In each of two schools an aggregate of 8 hours was allowed for counseling purposes, in one 10, and in the fourth 15. The counselors interviewed all pupils failing in their studies or dropping out of school, all whose choice of school course seemed unwise, and others desiring their advice. They interviewed the parents also of the pupils whose choice of course appeared to need further consideration. Just before the date for selecting courses one number of the school paper was made a vocational-guidance number. It contained a description of the various courses offered and a brief questionnaire, to be cut out and filled in by the parent, which inquired into the parents' wishes regarding the course of study to be pursued by the pupil. The vocational-guidance information card which each pupil had filled out either in the sixth grade or subsequently and the parents' answers to the questionnaire were guides to the counselor, who, with the help of home-room teachers and the assistant principal, made out the program for each pupil. To assist pupils in choosing their future school work instruction describing the various courses in the junior high school and telling what they prepare for was given as part of the seventh-grade vocational-information course. (See p. 379.)

### **The Senior High Schools.**

Beginning with the second semester of the school year 1923-24 the counselors in three of the four senior high schools have been allowed one or two periods a day for vocational-guidance purposes.

In the Commercial High School the counselor in addition to 10 hours a week allowed her for counseling also has the aid of two student secretaries. She interviews boys as well as girls. By means of notices posted throughout the school she invites conferences in her office with those wishing to talk over any problem of their school life, their future work, or plans for entering upon their chosen vocation either by obtaining a position or by choosing courses fitting

LAST NAME		FIRST NAME	NAME OF SCHOOL	GRADE NO.	ROOM NO.
ADDRESS					
DO YOU EXPECT TO GRADUATE?		IF NOT, WHY DO YOU EXPECT TO LEAVE SCHOOL?		WHEN?	
WILL YOU CONTINUE YOUR EDUCATION AFTER HIGH SCHOOL?		WHERE?			
SUBJECTS LIKED BEST IN SCHOOL 1.		2.		LEAST	
OCCUPATION OF YOUR FATHER					
WHAT VOCATION DO YOUR PARENTS WISH YOU TO FOLLOW?					
CHOICE OF LIFE WORK: FIRST					
SECOND					
LATER CHOICES					
SO FAR AS YOU NOTICE A DIFFERENCE IN YOUR INTERESTS BETWEEN EACH OF THE FOLLOWING PAIRS, CHECK (✓) THE WORKING CONDITIONS YOU PREFER					
INDOOR		WORKING WITH THINGS		WORK REQUIRING ACCURACY	
OUTDOOR		WORKING WITH PEOPLE		WORK REQUIRING ORIGINALITY	
THOUGHTFUL HANDWORK		WORKING BY YOURSELF		WORK REQUIRING CALMNESS	
THOUGHTFUL HEADWORK		WORKING WITH OTHERS		WORK REQUIRING ENTHUSIASM	
SLOW MOVEMENTS		REGULAR TIME FOR WORK		DOING THINGS AS DIRECTED	
RAPID MOVEMENTS		IRREGULAR TIME FOR WORK		FOLLOWING YOUR OWN METHODS	
DOING THE SAME THING		WORK REQUIRING ENERGY		GREATER PAY WITH RISK OR DISCOMFORT	
WIDE VARIETY IN WORK		WORK REQUIRING JUDGMENT		LESS PAY WITH MORE SAFETY AND COMFORT	
DESCRIBE ANY HONOR, RESPONSIBILITY, OR OPPORTUNITY FOR LEADERSHIP YOU HAVE HAD IN SCHOOL OR OUTSIDE					
STATE FRANKLY ANYTHING ABOUT YOUR SCHOOL WORK, CHOICE OF VOCATION OR PERSONAL PROBLEMS ABOUT WHICH YOU WOULD LIKE AN INTERVIEW WITH THE VOCATIONAL COUNSELLOR					

VOCATIONAL GUIDANCE INFORMATION--ATLANTA PUBLIC SCHOOLS

[Actual size 8 by 5 inches]



# TEACHERS' RATING OF ABILITIES

COMPARE THIS STUDENT WITH HIS CLASSMATES PUTTING OPPOSITE EACH TRAIT THAT NUMBER WHICH MOST NEARLY REPRESENTS THE FIFTH OF THE CLASS IN WHICH HE BELONGS, KEEPING IN MIND EMPLOYMENT AFTER GRADUATION. INDICATE THE HIGHEST FIFTH BY 1, NEXT HIGHEST FIFTH 2, MIDDLE FIFTH 3, NEXT LOWEST FIFTH 4, AND LOWEST FIFTH 5. DO NOT RATE ANY STUDENT WHOM YOU HAVE KNOWN LESS THAN HALF A YEAR. GIVE THE RATING WITHOUT CONSULTING OTHERS.

[illegible]

**AFTER READING THE OPPOSITE SIDE OF THIS CARD, MAKE FURTHER COMMENTS, ESTIMATES AND RECOMMENDATIONS HERE**

<p>Types of vocations</p> <p>Check one recommended, cross out those for which pupil is obviously unfit.</p> <p>Professional</p> <p>Business</p> <p>Mechanical</p> <p>Artistic</p>		<p>After reading the opposite side of this card, make further comments, estimates and recommendations here</p>	
<p>Report of</p> <p>Recommendations of Vocational Counsellor</p>		<p>Intelligence Test Date</p>	<p>MA.</p> <p>IQ</p>

[Actual size 8 by 5 inches]

them for a particular occupation. A "counselor's interview card" is provided for use by teachers in referring pupils to the counselor and by the counselor in reporting to teachers the result of interviews.<sup>1a</sup> Four reasons for referring pupils are noted on the card: Failure, attitude toward work, recommendation for extra promotion, choice of course. All failing students are referred to the counselor. The teacher reports any child who is likely to fail for the quarter, noting the probable cause for failure (six of which—irregular attendance, maladjustment to subject, lack of effort, physical condition, home conditions, conduct—are printed on the card) and any recommendations she may desire to make. The counselor advises with the pupil at intervals until the teacher states that there is no longer any need for the counselor's assistance. If the pupil does not improve in his work, the counselor sends to his parents a "failure report," on which, in addition to the statement that the child will fail for the quarter unless his work shows improvement, is a report on the following items: Daily preparation, attendance, attention and conduct, attitude toward teacher, interest in subject, and volunteering and answering questions. The parent is asked to report on the child's health and the regularity of his home study. The counselor has put much of her time on devising means for cutting down the percentage of failures in her school, one of which is the establishment of special study classes both during and after regular school hours for children who are weak in their class work. Another is the preparation of sets of instructions regarding how to study various subjects, which are furnished students, especially those who are weak in a particular subject. It is reported that during 1922-23 more than 600 interviews were sought by boys and girls who were at odds with their school work or who sought advice concerning future employment. As a result of the numerous requests for summer work notes of recommendations based upon the vocational-guidance cards filed in the counselor's office have been sent by the counselor to the placement office. The counselor reports that the student's realization that his vocational-guidance information card is sent to the school employment service when he leaves school or is graduated and that it affects his opportunity to get a good position, is often sufficient to effect a complete change of attitude on his part.

In the two academic high schools also a program for individual guidance with reference to the choice of school courses and vocational preparation has been initiated. In these schools the vocational-guidance information cards form the basis for most of the guidance work. In one of them, the Girls' High School, because of the fact that no time is allowed the counselors for vocational-guidance purposes and because of the numerous other vocational-guidance duties assigned the counselors and the committee, such personal counseling as is done is handled by the various members of the committee rather than solely by the teachers designated as counselors. The committee in an unpublished report gives the following account of its counseling activities:

The advisory work has been general throughout the year and with all students. In addition to this the committee did two pieces of special advisory

<sup>1a</sup> This card was devised and first used in the Commercial High School but has since been used to some extent in other high schools.



work, dealing with all first-grade girls who made below 70 per cent in any study during the first quarter of the year and with all seniors who made below 70 per cent in any study during the third quarter of the year.

Number of first-year students advised.....	125
Number of seniors advised.....	30

After filing and studying the vocational record cards of all girls in the school the committee found about 15 seniors who wished for special direction in regard to work after leaving high school. The committee arranged interviews for these girls with the placement secretary of the school employment bureau.

In the Boys' High School members of the committee and other teachers give personal interviews only to students requesting them. Failing pupils and those planning to withdraw from school, however, are interviewed by the principal, who during the last year has also made a study of the causes of leaving school. In the counselors' interviews with pupils in this school in 1922-23, it is reported that "advice in law, chemical engineering, medicine, and many other studies was given. In all consultation emphasis was laid on the necessity of the continuation of education through college, urging the need of specialized education after a well-grounded general education. Very few boys were found who were disposed to discontinue their education and go to work." During the first half of the school year 1923-24, under the leadership of the counselor, the teachers in this school gave a mental test to each student. The tests were tabulated with the students' scholastic records for the current quarter and were used to ascertain which students were not working up to the level of their ability. An active follow-up of the previous year's graduates and of all "drop outs" during the current semester was made by the principal of the school also during the first half of the school year 1923-24.

In the Technological High School little individual counseling has been possible because of the lack of time on the part of the vocational counselor and of other members of the vocational-guidance committee. The counselor has, however, emphasized work with boys failing in several subjects. During the second quarter of the school year 1923-24 he interviewed 48 boys failing in three or four subjects and 16 who had requested advice in choosing school or college courses.

### **The Part-Time School.**

The Opportunity School, which is a voluntary continuation school in the Atlanta public-school system (see p. 383), has a full-time vocational counselor, who combines the functions of counselor and placement officer. Besides pedagogical training and experience, this counselor has had experience in social work and in factory personnel work, and has had a summer course in vocational guidance at Columbia University. All students on enrolling are interviewed by this worker and on the basis of the interview are advised with reference to the course of study best adapted to their needs, interests, and abilities. When students are believed to be better suited to lines of study other than those offered by the school they are advised to take up such work and are informed where the necessary training may be obtained. The following extract from an unpublished annual report of the counselor in the Opportunity School indicates another aspect of the counseling program in this school:

Constructive work is also done by urging complementary studies upon employed students. Instead of enrolling each student only for subjects asked for, the student is told what other subjects would be of value to him, generally with the result of enrolling him for those subjects. Care has to be exercised here in order that the sense of freedom in this selection of subjects is not lost. An example of a case like this is found in the stenographer coming to get more speed in typing, who is persuaded to take spelling or grammar, which she showed in the interview she needed.

Careful attention is thus taken to prevent commercial and industrial misfits. After the student is enrolled, close follow-up of his work is done in collaboration with the teachers.

In addition to advising all students with reference to their school work, the counselor confers with all pupils desiring information or advice as to employment opportunities in general and the types of work for which they are fitted. In accordance with an arrangement with the school employment service, the Opportunity School places students desiring domestic, millinery, dressmaking, and beauty-parlor work, referring others to the school employment service for placement. The latter refers to the Opportunity School all applicants for such work and all requests for help of this type. The counselor has considerable knowledge of occupational conditions and opportunities. She spends two hours a day visiting employers, chiefly for the purpose of finding openings for students.

Counseling has also been included as one of the four main duties of the Opportunity School teacher, whose duties as counselor have been outlined as follows:

1. Study individuals through—
  - (a) Personal conferences with students.
  - (b) Daily observation in class.
  - (c) Previous school records.
  - (d) Observation of student on job.
  - (e) Mental tests.
2. Visit employer—
  - (a) To find out needs of student for—
    - a. Efficiency on present job.
    - b. Possibilities of line of promotion.
  - (b) To obtain occupational information for course of study—
    - a. General.
    - b. Specific.
    - c. Job analysis.
  - (c) To "sell" part-time education to him.
3. Advise student as to—
  - (a) Business and social conduct and appearance.
  - (b) His occupational possibilities and a possible objective.
  - (c) Educational opportunities in city's schools and libraries.

Besides visiting employers all teachers are required to visit the homes of their pupils.

## VOCATIONAL INFORMATION THROUGH CLASSROOM INSTRUCTION

Courses planned to give an understanding of the significance of occupational life were given for a year or two in both the seventh grade of the elementary school<sup>2</sup> and the first year of the senior high school. Since the fall of 1923, when the schools were reorganized on the 6-3-3 plan (see pp. 381, 382) the senior high school course has been discontinued, but 60 minutes a week has been devoted to vocational civics in the sixth grade, and courses in vocations have

<sup>2</sup> Up to the school year 1923-24 the seventh was the last grade of the elementary-school course.



been given in the seventh and (for one year only) in the eighth grade of the new junior high schools.

Excursions to industrial and business establishments are part of the regular program of all grades beginning with the fourth. The visits are coordinated with the class work in chemistry, domestic science, English, etc., in the high schools, and in the grades with the study of geography and civics, and full reports on them are prepared by the students. As the lower-grade classes are more likely to visit neighborhood industries arrangements for their visits are usually made by the teachers; but all visits to business and industrial firms made by the junior and senior high school pupils are arranged for through the school employment service. During the first quarter of the school year 1923-24 between 50 and 60 places of industry were visited by nearly 5,000 students. This number was said to be larger than is customary.

In addition to such vocational information as is given in regular courses seniors in all the high schools have the opportunity of hearing talks on vocational topics by business and professional men and women in connection with vocational-opportunity campaigns. (See pp. 380-381.)

#### **The Elementary Schools.**

Brief outlines for the development of vocational-guidance topics and projects in connection with the regular course of study in the fifth and sixth grades, especially in the work in geography, history, and arithmetic, have also been prepared by the director of guidance and research in cooperation with the assistant superintendent in charge of elementary schools. The study of geography in particular is made the vehicle for guidance throughout the grades. "The world at work" is studied in the fourth, fifth, and sixth grades, under the main divisions of food, clothing, and shelter, respectively. For example, in its geography lessons on wheat one class worked out a project under the heads of producing occupations, transporting occupations and preparing occupations. Even in the lower elementary grades occupations and their requirements are emphasized—in the first-grade occupations which directly affect the home, "the butcher, the baker, the candlestick maker"; in the second-grade occupations associated with community life, as the policeman, the postman; in the third-grade occupations connected with the development of different industries. The value to society of each occupation considered is given particular emphasis. Suggested topics on vocational-guidance subjects for use in each year from the sixth grade through the high school have been worked out at the director's request by a committee composed of the heads of the English departments in the several high schools and representative teachers from the elementary grades.

In the vocational-information work in the sixth grade a textbook is used, and chapters assigned for home study are made the basis for speeches, dramatizations, etc., in class. One of the main objects of the work in this grade is to provide pupils in the last year of the elementary school with information on the educational resources of Atlanta, so that provision is made in this course for a detailed study of the various courses offered in the junior and senior high schools with special reference to the vocations to which they lead.

### The Junior High Schools.

The vocational-civics course in the junior high schools is given five periods a week in one term of the seventh and, temporarily, in the eighth grade. Instruction is given by the social-science teachers. In the first half of the semester the course deals with such related subjects as industrial and social progress and problems. In the second half it deals specifically with vocations and other topics which serve as a medium for educational and vocational guidance. The content of this course is outlined as follows:

In connection with various vocations Atlanta industries should be investigated. Emphasis should be on what is local, practical, personal. Each pupil should prepare a paper on some one vocation, the one in which he is most interested. From the beginning of the course he should regard the ultimate writing of this paper as very important. Emphasis should be placed on vocations by groups—technical, professional, commercial, domestic, agricultural.

#### *Content in Terms of Pupil Experience*

1. Informal class discussion.
2. Oral and written composition (debates, dramatizations).
3. Suggested subjects for brief composition work:
  - (a) Why we go to school.
  - (b) Why we work.
  - (c) Our opportunities.
  - (d) Finding your place.
  - (e) Our courses of study.
  - (f) Entering an occupation.
  - (g) Making good in business.
  - (h) My qualifications; my limitations.
4. Reports on readings.
5. Field work. (Trips and investigations of plants and industries and reports to class \* \* \*.)
6. Comments and reviews on magazines.
7. Permanent exhibit (each class to add to it—posters, charts, library material for table, clippings from magazines and newspapers).
8. Plan entire high-school courses; indicate what subjects will help especially in preparation for chosen vocation.
9. Personal interviews with business or professional men.
10. Movies and slides illustrating various kinds of work.
11. "At-home" nights in high schools for parents and pupils.
12. Prepare a budget to determine a minimum wage.
13. Learn to draw upon the experience of other nations and cities.
14. Pupil will familiarize himself with causes of the success of big statesmen, big business men.
15. Pupil will learn to seek proof for social principles and conclusions from facts obtained in his own community.
16. Pupil will observe activities of various industries within his community and be able to see whether these activities are truly social and working for public welfare or whether they are antisocial and individualistic.<sup>3</sup>

Various methods, such as debates, special reports on visits to industries and interviews with persons engaged in various types of work, and the preparation of charts, graphs, booklets, etc., are used in the presentation in the classroom of the material of this course. The following outline for the study of occupations is furnished by the director of guidance and research:

#### *Outline for the Study and Discussion of Occupations and Industries*

1. Importance: How does this occupation (industry) contribute to the welfare of society?

<sup>3</sup> Mimeographed booklet, "Course in History and Civics for Junior High Schools," p. 16. Atlanta.



2. Historical background: How has this occupation grown and changed?
3. Process or work done:
  - (1) What are the main branches, departments, or types of work in this occupation?
  - (2) What things are actually done by persons in this occupation?
  - (3) Raw materials and markets.
  - (4) Marketing of finished product.
4. Economic conditions:
  - (1) Opportunity for learning; for advancement; for initiative.
  - (2) Remuneration.
  - (3) Steadiness of work: Does it fluctuate by season, week, or day?  
Plan for vacation?
  - (4) Hours.
  - (5) Health and safety.
  - (6) Size of this industry or business.
    - (a) Number engaged in it in this community.
    - (b) Comparison of importance here and in other communities, as measured by number engaged in it, value of product, and capital invested.
    - (c) Estimate of its future development and demand for workers, local and general.
  - (7) Organizations of employers and employees.
5. Preparation:
  - (1) What education or training is necessary or desirable? { Commercial.  
Technical.
  - (2) What experience is required? What kinds of work lead up to this occupation?
  - (3) To what other occupations might this one lead?
6. Qualifications: What special qualities are required for success?
  - (a) Physical.
  - (b) Mental.
  - (c) Moral or character qualities.
7. Advantages and disadvantages: Based on total previous discussion, especially economic conditions.
8. Relation to the community:
  - (1) What other occupations are similar or related to this one?
  - (2) Does this occupation help the worker to have a good life as a citizen and a man?
9. Local opportunities in Atlanta and Georgia: List names of firms, locations, number employees.
10. References: Books consulted with page references, men interviewed, and firm with whom employed.

At the beginning of the course in vocational information, after some class discussion and consultation with the teacher, who makes a point of studying the vocational-guidance information cards, each child selects the vocation or occupation in which he is most interested and throughout the course does outside reading on the selected vocation from a list of books furnished by the teacher. Toward the end of the course each pupil makes a booklet on his vocation, illustrated or not as he chooses, containing a discussion of the vocation, following the outline prepared by the director and based on the material to be found in the textbook, three reading references, and interviews with at least two persons engaged in it. Each child also makes a five-minute report to the class on his selected vocation and prepares a poster on the subject. In the meantime a lesson from the textbook is assigned each day, and once or twice a week some pupil from the class visits a local business establishment, preferably one related to the subject matter of the textbook at the time, and makes a written report to the teacher and an oral report to the class. Descriptions of local occupations made by high-school and normal-school students (see p. 379) and issued in mimeographed form are

used in the course as illustrative material and also as a basis or model for other occupational studies. Some incidental use is made of biographical material. Pupils interested in professional careers are given lists of suitable colleges and are encouraged to send for college catalogues. As a final assignment each member of the class makes out his expected course of study through the senior high school.

Prior to the opening of the junior high schools, when a similar course was given in the first year of the senior high school, considerable use was made of moving pictures in depicting various types of industries and occupations. Among the subjects treated in this way have been the following: "New ways for old" (agriculture); "The land of the white cedars" (forestry); "Mining by electricity"; "New ways of railroading"; "Sixty million boarders" (fishing); "King of the rails" (railroading); "Modern banking"; "Manufacturing" (paper, meat packing, gloves, steel, farming implements, automobiles, newspapers). A similar use of visual methods in the junior high school course is planned.

#### **The Opportunity School.**

A "life-career class" is offered also in the Opportunity School. The course consists of lessons in elementary economics and sociology followed by a study of vocations. It continues for 18 weeks of five 45-minute periods a week. The students visit the various vocational classes in the school and numerous business and industrial establishments of the city and are addressed by persons engaged in the occupation which the class is studying at the time. Each student in the class is required to make a "self-analysis chart" in relation to a selected occupation. Upon this chart are written the qualities and attainments of the student which contribute to success in his vocation, and upon these as a foundation the various attainments and qualities which the student needs to possess for the particular occupation are set as so many steps in the stairway to success. The teacher of this class, like most of those in the school, has had business and social experience as well as pedagogical training.

#### **RESEARCH**

The collection of occupational information and its dissemination to school children or teachers has not been undertaken in any definitely organized way in connection with the vocational-guidance activities of the Atlanta schools. A form has recently been prepared, however, by the director of guidance and research and the secretaries of the school employment service, for recording occupational information obtained through first-hand investigations of local industries and occupations by the employment secretaries, members of the vocational-guidance committees, and teachers of vocational civics, so that the information will be available to vocational counselors in convenient form. A beginning has been made in the study of unskilled and semiskilled occupations.

Ten industries—cotton, automobile, gas and electricity, newspaper, sheet metal, paint, cottonseed products, terra cotta, and livestock—have been studied by high-school pupils and by students in a class in vocational guidance and mental and educational measurements



formerly conducted at the Atlanta Normal School by the director of guidance and research, and have been made the basis of mimeographed leaflets used in connection with the seventh-grade vocational-civics courses. These studies cover the following points: Importance, historical development, process, economic conditions, preparation, advantages, and local opportunities (list of firms).

During 1922-23 research studies on the following subjects were made under the supervision of the director of guidance and research: A study of failures in the schools by subject and grade; a follow-up study of elementary-school graduates of the previous year; various analyses of achievement-test results; a study of the grade location of children three years or more retarded; and a study of the distribution of teachers' quarterly marks in one high school. For the last a printed form was provided on which the home-room teacher entered from the report cards for each subject studied by his class the number of pupils whose marks fell into different groups; as, below 70, from 70 to 79, from 80 to 89, etc. The only direct use for school guidance made of this study was in pointing out to the pupils the group in which they fell and encouraging them to try for a higher group. The vocational-guidance information card is also being used as the basis of a study of junior high school pupils, and every possible correlation between the items given on the card is being made.

At the present time each counselor is expected to do one piece of educational or vocational research each year.

### PUBLICITY

Publicity measures are extensively used to bring the importance of an education and of the choice of a vocation to the attention of school children. Publicity campaigns are planned and stimulated by the director of vocational guidance and research and organized by the vocational-guidance committees under his supervision. In the high schools they have taken the form of "vocational-guidance weeks," vocational-opportunity campaigns, poster contests, and exhibits of vocational-guidance material. A "vocational-guidance week" was conducted in two high schools in 1921-22 and in all four in April, 1923. The principal features in 1923 were addresses to high-school seniors by the superintendent of schools and others, and special classroom exercises on vocational-guidance topics for pupils in the elementary schools. In all schools a special vocational-guidance number of the student publication has been issued each year during the "vocational-guidance week." The object of the vocational-opportunity campaigns is to acquaint high-school seniors with opportunities in different vocations through addresses by men and women prominent in business and the professions. An outline for these addresses is furnished the speaker by the director of guidance and research. In the seventh, or last, grade of the elementary schools a "go-to-high-school" campaign was held in the spring of 1922 and again in 1923. It has now become an annual feature of the vocational-guidance program and since the opening of the junior high schools has been held in the sixth grade instead of the seventh. Through parents' meetings, numerous feature stories in the daily

papers emphasizing high-school work and activities, and street-car advertising on the value of secondary education it reached practically all the city population. The campaign opened with the report of the teachers to the director of vocational guidance and research as to the tentative high-school choices made by their pupils. All the children not planning to go to high school or undecided as to whether or not they should do so were personally interviewed by the members of the vocational-guidance committee of their schools. Talks on the importance of high-school training were given by the director of guidance and research to all the seventh-grade classes. Among other features of the program were "open-house day" at each of the high schools; the sending of posters and the student publications from the high schools to the seventh-grade classes, and personal letters from 600 business men to grammar-school graduates urging the value of a high-school education. The success of the first of these campaigns is indicated by the fact that 95.5 per cent of the pupils leaving the seventh grade in the spring of 1922 entered the high schools in the following autumn (as compared with about 80 per cent in the preceding year), and practically all continued into the second term in February, 1923.

An important feature of the publicity program is the posting in classrooms from the fifth grade through the high school of weekly bulletins or advertisements provided by the director of guidance and research. The objects of these posters are to stimulate interest in education and the choice of a vocation and to furnish teachers with a text or outline on a vocational-guidance subject. Some of the bulletins give information regarding educational and vocational opportunities, and others are "inspirational" in character. Many teachers are said to have accomplished good results by using the bulletin as a basis for charts, posters, and study projects. A number of the bulletins are reprints or adaptations of those used in other cities (see pp. 290, 403); others are prepared by the director.

Much use is made of the various school publications to advertise the vocational-guidance work and to give counsel to students. In the Boys' High School during 1923, for example, an article on vocational guidance appeared in the school paper each week. The director and counselors prepare articles for the school papers as well as for local teachers' publications.

## **SCHOOL RESOURCES AND SCHOOL ATTENDANCE IN RELATION TO GUIDANCE**

### **REORGANIZATION ON THE 6-3-3 PLAN**

The recent reorganization of the public-school system in Atlanta has had a fundamental effect upon the vocational-guidance program. In the autumn of 1923 the entire school system, which had previously been organized on the 7-4 plan (the work of the elementary schools covering one year less than that customary throughout the greater part of the country) and which had made no provision for public high-school education for negroes, was reorganized on the 6-3-3 plan, thereby not only providing a junior high school program for both white and negro children but also lengthening the school course



for both races to cover the standard 12 grades. Four junior high schools for white children and a junior-senior high school for negro children, serving the entire population, were opened in the fall of 1923. Three of the white junior high schools were new buildings built for the purpose, and a new building for the junior-senior high school for negroes was to be opened in the fall of 1924.

With the development of the junior high schools has come an opportunity, heretofore lacking, for prevocational tryouts. The try-out shop offers boys work in wood, sheet metal, and general manual training (including mechanical drawing and "household mechanics"). Girls have a choice between cooking and sewing. All boys rotate through the shops and all girls take both the cooking and the sewing courses during the seventh grade and the first half of the eighth grade, when differentiation in the course of study begins. A course in business practice, which includes business spelling and will later include typing and elementary bookkeeping, is required of all pupils up to the beginning of the second semester of the eighth grade; more intensive business training in these subjects is provided in the eighth and ninth grades as an elective for pupils intending to leave school and enter office work after the completion of the junior high school course or planning to enter the Commercial High School. The white junior high schools offer no state-aided vocational work, but it is planned in the negro junior high school work to give special emphasis to such courses. Training in a wide variety of trades will be offered. During the school year 1923-24 a course in cooking meeting the requirements for State aid was given in the negro junior high school.

A plan for the organization in the junior high schools of a prevocational class for over-age boys has received the approval of the school authorities. This class will provide a course consisting chiefly of shopwork for those boys in the school who seem incapable of doing the academic work of even the slow-moving classes, and for boys of 14 years of age and over who have been unable to complete the elementary-school course.

### VOCATIONAL COURSES IN THE SENIOR HIGH SCHOOLS

Provision is made for differentiation of courses in the high school: Boys have a choice of academic, commercial, and technical courses, and girls of academic, commercial, and household-arts (noncollege preparatory) courses. The Commercial High School offers vocational training for business, including the use of a variety of office appliances, and for home-economics work. One of the courses offered—a four-year home-economics course including instruction in hygiene, nursing, diet, cooking, sewing, millinery, and household management—receives State and Federal aid. Shopwork for boys is offered only in the Technicological High School, which is distinctly a preparatory school for technical colleges and therefore, until recently, has required of all students the subjects needed for entrance to higher institutions. In 1923, however, a two-year vocational course in machine-shop work, fulfilling the requirements for aid under the Smith-Hughes Act (see p. 5), was instituted.

## PART-TIME CLASSES

Attendance at part-time schools is not required by law in Atlanta, but beginning in 1921 a number of continuation classes were opened by the board of education in cooperation with manufacturing and business establishments, which not only furnish classrooms but also permit their young workers to receive instruction during working hours for four to eight hours a week on full pay. In the school year 1922-23 these classes were held in 12 establishments, and the number of students attending averaged 250. The subjects taught included shop mathematics, business English, salesmanship, foremanship, and "general education." The majority of the courses were open only to persons 16 years of age or over.

One of the most forward-looking undertakings of the Atlanta Board of Education was the opening in the early part of 1921 of the Opportunity School, a part-time and continuation school for white persons of 14 years and over. The school offers short intensive unit courses in commercial, general continuation, and trade work. Its enrollment increased from 12 pupils in February, 1921, to 1,775 during the school year 1922-23. Most of the students are employed and attend classes for approximately five hours each week, but some are temporarily unemployed and attend regularly throughout the day. Classes are held from 7.30 a. m. to 6 p. m. The school program has been developed through the close cooperation of Atlanta employers. Courses are given in business English, arithmetic, penmanship, spelling, stenography, typewriting, bookkeeping, office practice, sewing, millinery, and beauty-parlor work. Salesmanship classes are held in the department stores. A try-out class, in which an opportunity is given girls to try the different lines of work before making a choice, is a feature of the school.

## SPECIAL CLASSES

Progress in the provision of special instruction for children of subnormal mentality is accompanying the development of the mental-testing program. In 1922 the number of special classes was 10 and their enrollment 125. Following the recommendations of the Institute of Educational Research of Teachers College, Columbia University, after a survey of the Atlanta public schools in 1922,<sup>4</sup> that 50 classes should be developed within the next five years to care for the subnormal and retarded among the white school population, the director of research and guidance in January, 1923, directed the taking of a census of all children in the schools who were three or more years retarded. All children included in this census are being given individual mental tests as rapidly as possible, and the establishment of 10 additional classes to care for them has been approved by the board of education. Seven of these classes have been provided, making a total in December, 1923, of 17 classes caring for 235<sup>5</sup> children, or about one-fifth of the total number of white children

<sup>4</sup> Report of the Survey of the Public-School System of Atlanta, Ga. (school year 1921-22). Division of Field Studies, Institute of Educational Research, Teachers College, Columbia University, New York City.

<sup>5</sup> This number represents six-tenths of 1 per cent of the net enrollment (41,185) of the public schools, exclusive of normal, evening, and part-time schools.



found to be three or more years over age for their grades. Moreover, in addition to the ungraded rooms, 28 "adjustment" classes are maintained. The object of these classes is twofold: To give instruction in the "minimum essentials" of the school course to retarded, but not mentally defective, children in order to enable them to advance in school in accordance with their years; and to enable children capable of keeping up with the regular class work but behind in their studies because of illness or other temporary cause to catch up with their grades.

Provision for physically handicapped children consists of one class for deaf and one for blind white children. No special classes for mentally or physically handicapped negro children have been established.

### SCHOOL ATTENDANCE AND EMPLOYMENT-CERTIFICATE ISSUANCE

The development of a program of vocational guidance reaching all Atlanta children and young persons is recognized by school authorities as seriously hampered by the present laws relating to school attendance and supervision over children entering or in employment. Under the present compulsory school-attendance law of the State<sup>6</sup> children over 14 years of age are not required to attend school, even if unemployed, and many under 14 may be exempted, including those who have completed the seventh grade. Employment certificates are required for working children only up to the age of 14½ years and are not required for all occupations, so that the mechanism of the law provides little or no opportunity for the supervision of employed children.<sup>7</sup>

Administrative provisions for the enforcement of these laws have recently been greatly improved, however. During the school year 1922-23 the census and attendance department of the public schools was completely reorganized. A school census was taken in the spring of 1923 and by local regulation is to be made annually hereafter, though a school census is required by State law only once in five years.<sup>8</sup> The number of attendance officers was increased from one, who was also responsible for issuing employment certificates and directing the census, to three in addition to the director, including one for negro children. That even this increased force is insufficient is indicated by the statement of the director that although legally a new certificate is required for each new position in which a child is employed the force is too small to enforce this provision of the law.

The director, who was formerly a counselor in the Technological High School, is aware of the social and educational value of the work of an attendance department and works in close cooperation with the department of guidance and research and the school employment service. No promise of employment is required by law for certification, and all applicants who are without positions are referred to the latter service. Every effort is made to persuade

<sup>6</sup> Georgia, Laws of 1916, No. 576, p. 101.

<sup>7</sup> Georgia, Code 1914 Civil, secs. 3149(a)-3149(g).

<sup>8</sup> Georgia, Laws of 1919, No. 217, p. 288, sec. 71.

applicants (all of whom are under 14½ years of age) to continue in school; the director states, in fact, that the issuing officer always refuses to grant a certificate to a child even when he is legally entitled to it, unless it seems best for the child, or there is evidence of family need, or the parents insist on their right to send the child to work. The attendance officer follows up the cases of all children to whom certificates have been refused to insure that these children return to school. According to the law, children between 12 and 14 whose earnings are necessary for the support of the family may receive work permits. Very few of these—only three during the first three months of 1924—are issued. A member of the attendance department invariably visits the home of every child under 14 applying for a permit, interviews both parents, and satisfies the department that actual economic necessity exists before the certificate is issued. No budgetary standard is used in determining necessity.

Plans for providing scholarships for grammar and high school pupils are under consideration. Following a meeting of representatives of every organization in the city offering a scholarship or loan of any kind a committee was appointed to investigate and coordinate, if possible, the existing agencies.<sup>9</sup>

## THE SCHOOL EMPLOYMENT SERVICE

The school employment service was established in July, 1921, under the joint auspices of the Junior Division of the United States Employment Service and the public schools of Atlanta. Support was shared by the United States Employment Service and by the private citizen responsible for the initiation of the vocational-guidance program in Atlanta (see p. 365). The counselor in charge of the office, under her Federal appointment (see p. 436), is permitted to use Government stationery and the Government frank. The city school board, while looking with favor upon the work of the placement office, interprets the school laws under which it operates as forbidding the appropriation of money toward its support. However, the city superintendent of schools is superintendent of guidance and placement for Atlanta, under the United States Employment Service, and takes an active part in the development of the work. Operating under his general direction is the placement office for white juniors, with its branch for negro juniors which the strict local segregation of races in this community makes necessary.

In charge of the white office is a junior counselor, who is also responsible for some supervision of the negro branch. She is assisted by a placement clerk. The work of the negro branch is carried on by a negro junior counselor, with the assistance only of volunteer workers and the cooperation of an interracial committee, which will be mentioned in more detail later. Additional help in the negro branch would be desirable, and plans are afoot to finance it locally.

The local cooperation and assistance given the school employment service have been very valuable. In March, 1923, the three agencies

<sup>9</sup> As a result of this meeting the alumni of the Commercial High School at their annual banquet voted \$500 as the nucleus for a loan fund, a private citizen donated a scholarship for a high-school girl, and several other scholarships have been provided through the local Rotary Club.



that conducted free employment work—the Employers' Association, the Young Women's Christian Association, and the school employment service—formed a cooperative organization known as the consolidated employment service. This consolidation is in reality only a cooperation, each unit retaining its individuality but uniting physically to prevent duplication of effort and equipment. A common reception room is used, where all applicants are registered by a reception clerk and then sent to the departments to which they belong. General calls for help are also received by this reception clerk and allocated to the proper departments. The consolidation resulted in an increase both in the number of requests for help and in the number of applicants in the school employment service. This probably was largely due to the more desirable location of the new offices and to the additional publicity received at the time of the consolidation. The same citizen who from the beginning has partly financed the school employment service took an active part in effecting this consolidation, and at his own expense provided a man not officially on the staff of the employment service to spend his entire time visiting employers for the purpose of promoting interest in the work and soliciting openings for the three services. The negro branch of the school employment service has offices in the building belonging to the negro Young Men's Christian Association. The rent of these offices has been the donation of that organization to the work.

The fact that the school employment service has been sponsored from its beginning by a leading business man of Atlanta has probably affected in no small degree the attitude toward it of the various employers' associations. Rotary, Kiwanis, Civitan, and other civic clubs have been ready to help it in any possible way. They have cooperated mainly through their individual members, though in special cases where an appeal has been made they have been ready to act as organizations. The chamber of commerce has been of great assistance in gaining publicity through its official organ, "The City Builder," and in referring requests of its members for help. At the annual banquet of the chamber of commerce in 1924 it awarded a distinguished-service certificate to the citizen who had fostered the school employment service, thereby testifying to its conviction of the high value of that service. The Personnel Association, composed of more than 100 employment managers of the city, acts as a large advisory committee for the school employment service. The junior counselor in charge of the service attends its monthly meetings and there has an opportunity for personal contact with employers and for discussion of placement problems. For the last two years this association has done active work in placing high-school graduates, through the efforts of a special committee which canvasses the city for that purpose before graduation time.

Relations with the Associated Charities and with various other social agencies are cordial. A special effort is made to place boys and girls referred by them. Their records are at the disposal of the school employment service, and they have cooperated not only by giving information and other aid in special cases but also at times by lending the services of a psychologist for mental testing. The work of the office is being presented systematically to parent-teacher associations,

with the idea that through the parent contact with the child can be strengthened.

As was noted above, the school employment service has been from the first a part of the public-school system and has operated under the direct supervision of the superintendent of schools. This has insured cooperation with the schools, and recent developments and advancements in the Atlanta school system make this cooperation not merely nominal but actively helpful. The vocational-guidance department of the schools and the placement office cooperate along definite lines. Information on the vocational-guidance information record cards (see p. 371), with ratings by individual teachers, are transferred from the schools and prove of great assistance in placement. Copies of these cards are sent to certain large firms which request them when applicants are placed there and become a part of their personnel records. Vocational counselors direct all special cases to the placement officer and inform her as to the needs and class standing of the students. At a regular monthly meeting the director of guidance and research, the vocational counselors, and the placement counselor discuss problems of guidance and placement. During the spring the placement counselors meet the seniors at the various high schools, holding conference in the schools with all those who wish advice along vocational or educational lines or who wish to register for placement. The school employment service also cooperates with the vocational-guidance department in planning excursions to places of business.

A definite division of the field of placement has been made between the Opportunity School and the school employment service (see p. 375).

After having struggled for a number of years with unsatisfactory quarters, both before and after consolidation, the school employment service in the consolidated services now has a satisfactory office which makes possible a private interview with each registrant.

Atlanta placement procedure varies little from that generally followed. Registrants are requested to fill out their own registration cards because this provides a certain test of their intelligence and training. This is done in the main reception room of the consolidated offices. The applicant is then referred by the reception clerk to the counselor, who, after an interview designed to supplement the information contained in the registration card and that on the vocational-guidance card sent from the school, refers him, if possible, to a position. The nature of the work and the opportunities which it may open up are always explained in detail to the registrant, and he is not referred to any position unless he thinks he wants it. In this interview he is invited to come back to the placement office after he has entered employment and talk over the position again with the counselor. In practically every case this is done, though sometimes not immediately. The advantages of additional education are also set before the applicant, and he is advised where he may obtain the training desired. If no unfilled "order" is on file, solicitation is undertaken by telephone. If this fails, the registrant is told that he will be notified of an opening later. Most of the registrants, however, continue to return to the



office until they are placed. A letter is sent directly from the superintendent of schools to every applicant placed, encouraging him, giving him special advice if needed, and reminding him that the public schools are still ready to serve him.

Special appointments to meet registrants either at the lunch hour or directly after working hours are made whenever requested, and an evening hour for follow-up has been instituted. A large number of the registrants placed come into the office informally to report their progress, and the fact that the counselor's interest in them is friendly and continuing is emphasized. Formal follow-up is conducted, however, mainly through the employer. A follow-up blank is sent to him a month after the applicant has been placed. If this report is satisfactory, no further report is requested. If the applicant's work is not satisfactory, he is called in for an interview with the counselor, and some weeks later a second follow-up letter is sent to find out whether he has improved. A letter signed by the superintendent of schools is mailed to every new employer appearing on the school employment service list, thanking him for his cooperation and soliciting its continuance.

Registration in the school employment service has not been restricted to applicants from the Atlanta public schools. Any applicant appearing in person at the office is registered, and a large number of boys and girls from suburban towns and from all over the State have been placed by the office. Frequently they are not only sent to jobs but are directed to proper boarding places, night schools, and wholesome recreation.

An occupational survey is being conducted with the idea of extending the placement opportunities for Atlanta juniors. A form to be used in making it was compiled and printed through the efforts of the employment secretaries of the combined service and the director of vocational guidance. Work on the survey is progressing somewhat slowly, since it has to be undertaken as an extra-office activity by all those concerned in making it. Until recently placements in Atlanta from the white office have been almost entirely clerical and commercial. Some placements are now being made with manufacturing concerns, and the number of applicants in various industrial lines, though still small, is increasing slightly. Practically all placements from the negro office are for domestic and manual labor. So few business concerns are operated by negroes that the number of openings for negro clerical workers is necessarily small.

Every effort is being made both by the junior counselor in the negro branch and by the advisory committee working with her to extend the opportunities open to negro juniors. An interracial committee, composed of several members of the committee on racial relations, the superintendent of schools, negro educators and leaders, the citizen who assists in financing the school employment service, and the two placement officers acts as an advisory committee to this office. It is also actively assisted in various phases of its work by the Anti-Tuberculosis Association, the Atlanta Independent, the Atlanta public schools for negroes, the Young Men's Christian Association, and the Urban League. The head of the Urban League includes a report of the work of this office in his weekly report to

the newspapers, and the counselor often accompanies the officers of the league in visits to various business concerns, taking this opportunity to present the work of the office to a large number of business men.

The extension of the school vocational-guidance system, together with reorganization on the 6-3-3 plan, not only is providing closer cooperation of all the schools with the school employment service but is educating both the teachers and the community to the importance of such a service. Difficulties in the way of successful work have been many, but there is perhaps no other placement office where successful experimentation may make so large a contribution to a field as yet practically untried.

## SUMMARY

An experiment in vocational-guidance activities in the Atlanta public schools was begun in 1917, financed by a private citizen. Three years later the expense of the work was undertaken by the board of education, and a full-time director of vocational guidance and educational research was appointed. The director has no staff, but is assisted by teachers, some of whom serve as counselors, others as members of vocational-guidance committees in each of the schools. The counselors with the aid of the committees are responsible for carrying out the guidance program in their respective schools.

The main features of a comprehensive vocational-guidance program are under way. Group psychological tests are given to all pupils in the sixth and seventh grades, to the first-year class in two of the four high schools, and to a large proportion of the white children in the lower grades. On the basis of these tests and of achievement tests, first-year senior and junior high school pupils and those in the larger elementary schools are classified into three groups, receiving an enriched course, average instruction, or a "minimum" course, according to their capacities. Mentally subnormal white children are provided for in ungraded classes, of which it is estimated there are about one-fifth as many as are required for the needs of the white schools. The testing and scoring are done by the director or by teachers under his supervision. Some of the teachers have received their only training for testing from the director, but a number have taken summer or extension courses in this work.

The reorganization of the schools on the junior high school plan and the provision of a junior-senior high school for negroes, who had previously had no school facilities above the seventh grade, have given additional impetus to plans for the extension of the guidance program and provide an opportunity for prevocational try-out classes and early differentiation in the course of study. A voluntary part-time school offers vocational instruction to employed or temporarily unemployed white persons.

A beginning in school counseling has been made in the junior and senior high schools, and plans for a further development of the counseling program, especially in the junior high schools, are under way. The counselors are teachers, some of whom have had summer or university extension courses in vocational guidance. Most coun-



selors in the regular schools are allowed one or two hours a day for counseling duties. The part-time school has a full-time vocational counselor who acts also as placement secretary. One of the most important features of the guidance program is the cumulative record card, begun in the sixth grade, which is used in school counseling and is transferred to the school employment service when a pupil leaves school.

Courses in vocational information are given in the last grade of the elementary school and the first year of the junior high school, and vocational-guidance topics and projects are developed in connection with the regular course of study in the elementary grades, especially the fifth and sixth. Beginning with the fifth grade and continuing through the high school all schoolrooms are supplied by the director of guidance and research with a weekly bulletin, which is used by the teachers as the basis of talks, charts, posters, etc., on vocational-guidance subjects.

Publicity measures to bring the importance of education and of the choice of a vocation to the attention of school children and others are extensively used. These have taken the form of "vocational-guidance weeks," "vocational-opportunity" and "go-to-high-school" campaigns, poster contests, exhibits, and a liberal use of school publications for articles on vocational guidance.

Although the State school-attendance and child-labor laws are inadequate and the attendance department of the Atlanta schools, though recently organized, has not yet a sufficiently large force for its work, the director of the latter, formerly a counselor in a high school, cooperates to the fullest possible extent with the vocational-guidance department and the school employment service.

The school employment service with departments for both white and negro minors operates under the general direction of the superintendent of schools, although it is financed by the Junior Division of the United States Employment Service and by private subscription. Cooperation by this office with the director of guidance and research, teachers, and counselors, on the one hand, and with the business interests of the city, on the other, is unusually close.

## PROVIDENCE

### HISTORY AND ORGANIZATION OF VOCATIONAL- GUIDANCE ACTIVITIES

Organized vocational guidance in the public schools of Providence began in March, 1918, when the board of education appointed a director of research and guidance. The theory upon which the guidance program is based is stated in the following extract from a recent address of the director:

Some one must be delegated to face the problem of making the most of each child during the time that he is in school and helping him to make the most of himself after he has left school. This is the point of view of an educational-guidance program of which vocational guidance is the climax in the last act.

I have likened it to the last act of a drama because it is not merely an incident—the finding of a job—but a climax prepared for from the very beginning, the alternative choices gradually narrowed until the problem is solved in the only logical way: By self-discovery through tryouts and measurements, by accurate knowledge of the occupational field, by thorough preparation for the occupational level of the child's own greatest usefulness, and finally by the choice of a vocational field and a plan for adequate vocational training in preparation for entering upon and earning promotion in that field.

It is extremely wasteful and difficult to try to solve the problems of the vocational guidance of children who have not had the advantage of careful educational advice and direction. It is like trying to salvage unfinished or damaged products in industry. The result is patchwork and bears no standard trade mark.<sup>1</sup>

In carrying out these aims five sets of activities have been developed:

1. The giving of group tests regularly to children in the elementary grades and to those entering high schools and from time to time to other groups for the purpose (1) of sectioning pupils into classroom groups on the basis of mental ability, (2) of selecting pupils for more rapid advancement, and (3) of determining the causes of failure.

2. The introduction and supervision of courses in occupations in all seventh and eighth grades throughout the city.

3. A program for advertising the value of a high-school education.

4. A counseling program, intended to reach all public-school children, and limited placement facilities.

5. The development of methods for keeping in school children of legal working age, who would otherwise be obliged to go to work, such as part-time employment, cooperative courses, and scholarship grants.

The present staff of the department consists of three persons—the director, an assistant, and a clerk. The director, formerly principal of one of the grammar schools, holds the degree of doctor of

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<sup>1</sup> Allen, Richard D.: "The use of intelligence tests in educational administration in the Providence schools." *School and Society* [The Science Press, Lancaster, Pa.], vol. 18, no. 456 (Sept. 22, 1923), p. 336.



philosophy in education and psychology. His assistant was also formerly a grammar-school principal. The principal duties of the assistant are to train and supervise seventh and eighth grade teachers in giving courses in occupations, to supervise the giving of group tests to eighth-grade pupils, and to assist the director in interviewing eighth-grade pupils and counseling them with reference to their choice of high-school courses. The director, in addition to the general planning and oversight of the work of the department, trains the teachers who give group tests, exercises general supervision over the testing program and the statistical and educational interpretation of its results, supervises the preparation of publicity material, addresses groups of pupils graduating from the high schools, conducts monthly meetings of high-school counselors, and interviews eighth-grade pupils in some schools and all children under 16 years of age withdrawing from school. The director is also responsible for most of the placement work done by the department. The staff of the department is too small to permit visiting parents or following up the young workers who are placed by it or to make possible the development of an adequate counseling and placement program for a city having in its public schools a net annual enrollment of over 40,000 children.<sup>2</sup> The extent to which it has succeeded is due, in large measure, to the cooperation of school principals and teachers, through whom the program for mental testing, counseling, and the giving of vocational information has been put into operation within the schools.

The department has an annual appropriation of approximately \$6,250<sup>3</sup> for salaries, transportation, and miscellaneous expenses, in addition to office space, furniture, stationery, and a small amount of printing. The salaries of the director and his assistant fall within the range of those paid grammar-school principals.

The staff occupies office space with the administrative departments of the public-school system in a municipal building in the business section of the city. The office is conveniently located both with regard to schools and industries and with regard to the other departments of the public schools and the outside agencies with which it has to deal.

## THE VOCATIONAL-GUIDANCE PROGRAM IN THE PUBLIC SCHOOLS<sup>3a</sup>

### THE USE OF MENTAL AND OTHER TESTS AS A FACTOR IN GUIDANCE

Mental testing of public-school children is carried on under the supervision of both the director of research and guidance and a supervisor of special classes. Children suspected of mental defect or psychopathic tendencies are given individual psychological examinations (Stanford-Binet) either by the supervisor of special classes or by selected special-room teachers under her direction.

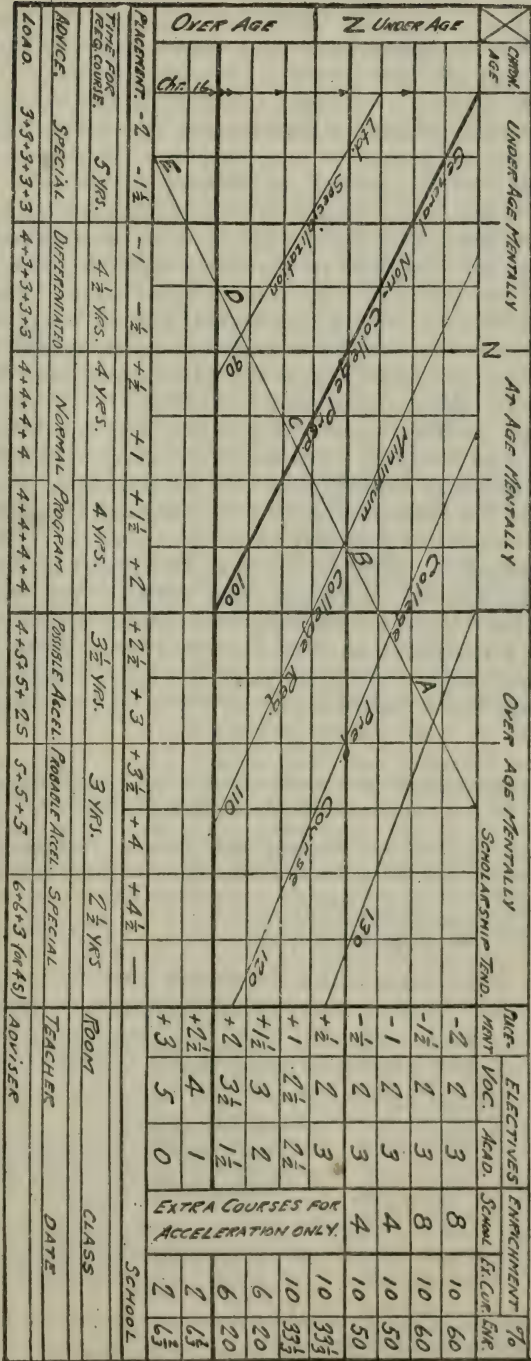
<sup>2</sup> The net enrollment was 42,693 in 1921-22 and approximately an additional 3,000 children under 16 working on employment certificates are under the supervision of the department—2,944 on Jan. 1, 1922 (Annual Report of School Committee, Providence, 1921-22, pp. 54, 71).

<sup>3</sup> The expenditures in 1920-21 were \$6,240.38. (Annual Report of School Committee, Providence, 1920-21, pp. 100, 102.)

<sup>3a</sup> For the school year 1923-24, unless otherwise indicated.

"Personnel chart" used by teachers, Providence public schools

PROVIDENCE CLASS PERSONNEL CHART. GRADES 9 TO 11 INC.  
INDICATING THE RELATIONS BETWEEN M.A., C.H.A., I.Q., SCHOOL PLACEMENT, A.Q., AND EDUCATIONAL PROGRAM.



**Directions:** On heavy lines marked "N" fill in the normal chronological and mental ages of the grade at the beginning of the term; then indicate ages above and below normal. Indicate each pupil in the class by a circle "O", or a serial number enclosed in a circle, in the position on the chart which corresponds with his mental and chronological ages. The I. Q. is estimated by the position of the "O" between the I. Q. diagonals. The heavy diagonal marked "scholarship tendency" indicates the tendency of the scholarship (letters) of pupils relative to their mental ages for the grade. The educational implications of the mental ages of pupils are indicated at the bottom of the chart; in the last column at the right are indicated the educational implications of their chronological age for the grade. Each unit of school enrichment implies 1 term of academic work for 5 hours per week. A laboratory course, or 3 hour subject, counts half credit. Each unit of extra curricular enrichment implies 1 hour per week on school days.



The supervisor of special classes has taken university courses in psychology and has had extensive clinical experience with subnormal and psychopathic children; most of the teachers giving tests under her direction have had courses in psychology but have received most of their practical training from her.

Mental testing as a basis for schoolroom classification is done by the vocational-guidance department, which takes the view that unless each child is properly provided for educationally his vocational plans may be seriously handicapped.

As a result of several years' experimentation in testing pupils in the Providence schools, a plan for the more rapid progress of mentally superior children in the elementary schools was adopted in the school year 1921-22. It was decided that "whenever the mental age of a child exceeded the normal age of his grade by two or more years, he should be considered for more rapid advancement, provided that his health and his educational and social development seemed to render such a plan advisable."<sup>4</sup> Since the expense of testing large numbers, even by groups, was considered prohibitive the Lippincott-Chapman Classroom Products Survey tests—not primarily to measure intelligence but to determine how far a pupil has mastered the fundamentals of language and mathematics—have been used to locate the mentally over-age children. They have been given to the pupils by their teachers in the upper third or fourth of each grammar grade. Children who equaled the median score of the grade above them have been given the National (group) intelligence tests and the children found to be two or more years over age for their grades have been selected for more rapid advancement. The following table<sup>5</sup> illustrates the form of the report sent by the department to each school principal:

*Pupils in one of the grammar schools whose scores were equal to or greater than the sixth-grade median*

[Grade 5A. • The normal age for the grade is 10 years and 6 months]

Pupils	Chronological age	Mental age	Educational age	Intelligence quotient	Remarks
A....	10-5	12-6	12-5	120	Should gain two terms before graduation. Summer school or "split room." <sup>6</sup>
B....	10-2	13-6	14	133	Should gain at least two terms. Equals median for eighth grade. Summer school or "split room."
C....	10-4	13-6	12	131	Should gain one year before graduation in summer school or "split room."
D....	10-11	12-6	12-5	114	Should gain at least one term before graduation. Summer school or "split room."
E....	11-1	10-6	12	95	High achievement quotient. Do not advise more rapid progress.
F....	11-11	13-6	15	113	Should gain two terms before graduation. Should be tutored during the summer and enter 7B in September.
G....	11-4	12-6	12	111	Should gain two terms before graduation. Summer school or 6B-A room in September.
H....	10-7	14-6	12-5	137	Do.
I....	11-3	15	12	133	Low achievement quotient. Should gain at least one year. Summer school or "split room."
J....	8-8	14	12	160	Has already gained two years. Should be encouraged in physical, artistic, and social activities out of school and should not be further advanced.

\* "A" refers to the second half of a grade.

<sup>6</sup> For definition of "split room" see (2) in following paragraph.

<sup>4</sup> Annual Report of the School Committee, Providence, 1921-22, p. 31.

<sup>5</sup> Ibid., p. 37.

Three methods of rapid progress have been recommended: (1) Attendance at summer school, (2) placement in a "split room" containing a 6B and a 6A grade, where the lower class is a selected bright group and the higher class is a slow group so that pupils above the average mentally may do the work of both grades, and (3) placement temporarily in a room where special help in arithmetic and language is given, followed by trial promotion to a higher grade.

The average recommendation calls for a gain of two terms out of six before graduation; the time, method, and final decision have been left to the discretion of the principal. The percentage of pupils recommended for rapid progress who have failed to make the two grades is said to be almost negligible. In this way what is regarded by the department as an economical and safe plan has been devised for giving to specially selected bright pupils as much education as possible during the age of compulsory school attendance. To some the time saved is said to insure the completion of the elementary or even the high-school course; to others, the possibility of college or professional training. The result in any case is regarded as a financial saving to the child, to the family, and to the community.

Since 1921 all pupils entering high school have been given psychological tests. In two of the four high schools the results are used as a basis for dividing pupils into groups in order that the rate of progress and the methods of teaching may be better adapted to individual abilities. In the other two high schools the tests have been used as a basis for setting standards of work in accordance with the pupil's mental ability. In regard to the classification on the basis of mental ability in the high schools the director of research and guidance says:

In two of our high schools where pupils have been classified in sections according to intelligence quotients failures have been greatly reduced, the efficiency of teaching increased, group educational guidance made possible, and enrichment guaranteed. Tests have also been helpful in preventing slow children from electing courses which are too difficult and which have little likelihood of finding practical application in their lives; such as college-preparatory mathematics, foreign languages, and college-preparatory science.\*

Beginning with the school year 1923-24 all pupils in the first semester of the sixth grade are to be tested each year with the Dearborn intelligence and the Stanford achievement tests with the object of anticipating guidance needs and making adjustments before it is too late. A "personnel card" is prepared for each pupil, recording the results of the tests, the pupil's height and weight, his standing as to effort and health, and the number of hours spent in outside activities; for problem pupils, record is made also of the social status of the family as indicated by the nature of the father's occupation (e. g., skilled labor, professional, etc.) and the educational status of the family as indicated by the number of years' schooling of the father. The marks are classified according to five levels of accomplishment and ability. Pupils whose marks are all at the very superior levels are regarded as possible candidates for

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\* Allen, Richard D.: "The use of intelligence tests in educational administration in the Providence schools." *School and Society* [The Science Press, Lancaster, Pa.], vol. 18, no. 456 (Sept. 22, 1923), p. 339.



acceleration; those whose marks are all in the very inferior groups are possible candidates for a differentiated course; others are regarded as needing no special attention unless they are failing in a subject. All problem cases are followed up by a teacher in each school who specializes in the work of guidance and measurements. (See below.)

In addition to the personnel card for each pupil a class personnel chart is prepared for each room for the purpose of providing an effective supervision of classification. (See reproduction on p. 393.) This chart enables the teacher or principal to see how much over age or under age mentally and chronologically each pupil is for his grade; his intelligence quotient or rate of learning; his "educational age," or the quality of school work he should be doing; and what the probable educational program of each pupil should be—repetition of grade or differentiation of course, trial promotion, or possible acceleration.

Certain other groups of school children have been given mental tests at various times in the course of special surveys. The results have been used not only in readjusting individual pupils in the school covered, but also as the basis of statistical studies the object of which is to educate school officials in regard to the general value of testing and regrading in the promotion of educational efficiency.<sup>7</sup>

About 3,000 children (69 per cent of the total net enrollment of the elementary and high schools) were given group intelligence tests during the year 1922-23. The tests are given and scored by the director of vocational guidance and his assistant and by a group of about 100 teachers, and the results of the tests are checked by standardized educational tests and other data. The training of the teachers giving the tests consists of a course at Brown University given by the director of research and guidance. The class meets biweekly for two hours throughout one term, and the requirements in preparation, attendance, and laboratory work conform to the regular requirements for graduate courses.

Individual tests (Stanford-Binet) have also been given in the last four grades of the elementary school to about 150 children who were candidates for double promotions.

## COURSES IN OCCUPATIONS

### The Elementary Schools.

The introduction and direction of vocational-information classes in the schools is one of the outstanding achievements of the vocational-guidance department in the Providence schools. While in a number of the cities studied such instruction has been stimulated by the vocational-guidance departments belonging to or cooperating with the local school systems and in many cases outlines of study and supplementary material for classroom use have been prepared by the central agency, probably in none of them has the work been to such an extent planned and introduced by the vocational-guidance department and carried out under its immediate supervision.

The course in occupations was introduced in the seventh and eighth grades of the elementary schools in the fall of 1921. During the

<sup>7</sup> See Annual Reports of School Committee, Providence, 1920-21, 1921-22 1922-23.

previous spring, on invitation of the committee on free public lectures of the Providence School Committee, Prof. John M. Brewer, of Harvard University, gave a course of five lectures to teachers of the seventh and eighth grades<sup>8</sup> to prepare them for the teaching of occupations in the coming term. Several demonstrations of classroom method were given by the lecturer, and a 26-page mimeographed handbook of illustrative material, including outlines for the study and discussion of occupations, eight sample lessons, a bibliography of source material on occupations, etc., for pupils and teachers was furnished to the class.

The aim of the course of study in both grades, as stated in the official announcement of the course, is to give general but accurate knowledge of a few important occupations with a view to a wiser vocational choice by the young worker. According to the announcement of the course, teachers are instructed to place constant emphasis "upon the worker; not upon the processes involved or the article produced."

The director of research and guidance in an unpublished statement says:

One of the most baffling situations which a counselor meets in interviewing young children as they leave school is their entire lack of knowledge of various occupations. They want work that is "easy, clean, and well paid" and do not care exactly what kind it is. They do not know what a trade is, do not understand the advantages of learning a trade, and do not appreciate the value of education. The vocational guidance of such children without educational guidance, try-out courses, and courses in occupational information is a farce. The course in occupations is a necessary step in meeting this situation.

In most schools one 30-minute period each week throughout the seventh and eighth grades is given to the course, but in a few two periods a week are devoted to it. In addition, however, to giving a regular period of study to occupations the teacher is expected to correlate occupational information with other subjects as far as practicable.

Eleven occupations are listed for each term, from among which the teacher selects approximately eight for class study, making a total of 32 occupations which have been studied at the completion of the eighth grade. The occupations specified for each grade are as follows:

7B	7A	8B	8A
Poultry raiser.	Farmer.	Dairyman.	Nurseryman.
Automobile worker.	Dressmaker.	Brick or stone mason.	Plumber.
Cotton-mill operator.	Rubber worker.	Jewelry worker.	Carpenter.
Street cleaner.	Motorman.	Chauffeur.	Advertiser.
Grocer.	Ticket seller.	Salesman.	Printer.
Policeman	Fireman.	Postman.	Librarian.
Physician.	Draftsman.	Architect.	Window dresser.
Painter.	Nurse.	Teacher.	Engineer (mechanical.
Reporter.	Musician.	Lawyer.	electrical.
Office clerk.	Baker.	Accountant.	Stenographer.
Messenger.	Ice man.	Electrician.	Secretary.
			Typist.

Mimeographed outlines of the important points with reference to each occupation listed are supplied to teachers by the vocational-guidance department. Some of these have been copied from out-

<sup>8</sup> The grammar schools are not departmentalized in Providence, so that each teacher in these grades is required to teach occupations to her class.



lines furnished by the Harvard Bureau of Vocational Guidance; others have been prepared by the assistant to the director of the department, who has made detailed studies of many local industries and occupations in connection with the planning and direction of these courses. The following material on the carpenter, prepared by her and furnished in mimeographed form to the teachers, indicates the method followed in studying the various occupations:

### THE CARPENTER

1. *Importance.*—One and three quarter millions of men are working in the building trades, and of these 830,000 are carpenters or joiners.

2. *Work done.*—The workers are divided into two groups: Those doing framing or rough work and those doing the interior finishing. The carpenter erects the frame, puts on the roof, puts in the partitions, doors, and windows, lays the floor, builds in all closets and chests of drawers, and finally, does any cabinetwork or finishing of floors.

3. *Advantages.*—One of its greatest advantages is that it is an out-of-doors occupation and if engaged in under proper conditions is most healthful. There is more opportunity for middle-aged men in this trade than in most, the average active career being from 25 to 40 years. The eight-hour day is almost universal. The work is not monotonous. Little capital is necessary to start in business for oneself.

4. *Disadvantages.*—We find its most serious disadvantage to be lack of work for part of the winter and the competition of unskilled men. There is some danger in working on scaffolding.

5. *Preparation.*—The man who expects to be more than a day laborer should have enough mathematics to do the figuring on contracts. A boy may enter this trade through the apprenticeship system or by taking a course in a trade school. The latter is much the wiser course.

6. *Other requirements.*—Good physique, fondness for manual labor and mathematics; reliability.

7. *Income.*—The carpenter's daily wage is good, but the seasonal character of the occupation makes the annual income somewhat less than in some other skilled trades.

8. *Effect on the worker.*—"To build houses conscientiously breeds in the carpenter good citizenship; namely, a willingness to sacrifice profits, if necessary, for the sake of doing a good job in each minute and unseen part." Carpentery is not only a pleasant occupation, but, as a whole, is a high-grade, healthful, and stimulating one.

#### 9. *References:*

Weaver: Occupations for boys.

Gowin and Wheatley: Occupations.

Kober and Hanson: Diseases.

Jones: Trade foundations.

Class exercises take the form of ordinary or socialized recitations, debates, or simple dramatics. Pupils are assigned topics in advance and given reading references to look up. No visits to local industries or places of business are made by either pupils or teachers.

A special course in occupations for classes of over-age children in grades lower than the seventh has also been introduced in the grammar schools. It follows the same general plan as the courses for the seventh and eighth grades but is based upon a somewhat different list of occupations, as follows: Dressmaker, florist, hosiery-mill worker, molder, grocer, painter, printer, conductor, carpenter, milliner, jewelry worker, electrician.

The assistant to the director of research and guidance devotes the greater part of her time to the planning and supervision of these courses and the preparation of new material for the use of teachers who give them. She herself taught the first lesson given in each of

the seventh and eighth grade classes, and during the first year in which the course was given she held a conference in regard to the courses with the seventh and eighth grade teachers every two weeks throughout the school year. She now visits each class about once a quarter. Undoubtedly the interest shown in the courses by both pupils and teachers and the thoroughness with which the classroom technique has been developed in a short period are due to the stimulus and help given by the assistant, herself an experienced teacher.

#### **The High Schools.**

In the commercial and the technical high schools a course in vocational civics for 10 weeks, 3 periods a week, is offered as an elective to certain groups. There is, however, no uniformity in the courses given in the different schools and as yet no supervision from the vocational-guidance department. The courses are given by the regular history teachers and a standard textbook is in use.

### **SCHOOL COUNSELING AND PLACEMENT**

#### **Counseling and Placement by the Vocational-Guidance Department.**

Most of the counseling in Providence is done by the director of research and guidance and his assistant. They share the responsibility for addressing and interviewing eighth-grade pupils throughout the public schools, and the director addresses the graduating classes in all high schools.

The department also takes the responsibility of interviewing and advising pupils withdrawing from school before completing the high-school course. Those over 16 years of age are requested in a letter from the director to visit the latter for a conference, and the majority of them are said to do so. For all under 16 such a conference is compulsory. Before a school principal will grant the papers which entitle a boy or girl to apply for an employment certificate he sends the child to the vocational-guidance office. The director of research and guidance does all in his power to persuade the child to remain in school if to do so seems desirable. Much individual case work is done to bring this about. Part-time work, scholarships, temporary relief from a social agency, and obtaining employment for adults in the family are among the methods employed. Or, if the cause of the desire to leave is failure or discontent, the child may be transferred to another school or to a special class. The recommendations of the director in regard to such school adjustments are usually accepted. During one school year 300 children applying for permission to leave school were reported as persuaded by the department to remain in school.

Since 1919 Providence has been one of the cities cooperating with the Junior Division of the United States Employment Service, though no attempt is made by the vocational-guidance department to develop placement work as such. Most of the placement is incidental to the carrying out of general-educational or vocational-educational plans for children. Although the number of children under 16 receiving first employment certificates in Providence has averaged more than 2,000 a year during the last four years, the department in one month placed only 11 boys and girls of any age or grade at full-time work. A large percentage of high-school graduates enter col-



lege. Those who do not enter college occasionally receive assistance from teachers and school principals in finding positions. Only in the commercial high school, however, is there an organized employment procedure with some one person to take charge of it and to keep records of all those placed by the school.

The director and his assistant have considerable first-hand knowledge of the occupations and industries of the city. For information about the applicant they depend upon the school record and, even more, upon a "vocational-guidance card" which must be filled out by the principal, teacher, or adviser when referring an applicant for placement. This card contains information on the child's social and economic background, the salient facts in his school record, his reason for leaving school, the kind of work he desires, and an analysis of his personal characteristics (including health) according to a five-point scale. (See p. 401.) Teachers frequently confer with the office regarding a registrant and give much valuable information to the placement worker. School nurses occasionally contribute items about a registrant's health or about his home. When an applicant is referred to a position, he is given a card of introduction to the prospective employer and is urged to return to the office to report on the result of his interview. If he does not do so, the employer is called on the telephone for a report. The value of continued contacts with young workers is recognized by the department, and they are encouraged to report on the character of the work and the opportunity for promotion.

#### **Counseling by Teachers.**

Counseling by members of the school staff is developing. In the 4 high schools some 34 teachers have volunteered to act as "advisers"; that is, to interview all freshmen with reference to their chosen course of study. Each adviser has about 50 first-year pupils assigned to her for counsel. The advisers take a course in educational guidance given at Brown University by a professor of the university assisted by the director of research and guidance of the Providence public schools. Most of them are given no relief from their regular teaching schedule but must carry on their counseling activities in their free periods or after school.

Eight teachers in each of the two larger high schools, however, are relieved of about 20 or 25 per cent of their regular duties in order to undertake guidance work and are under the direction of the director of research and guidance. Each adviser is in charge of testing, classifying, program making, adjustments, and follow-up work with all the pupils in the class which is assigned to her and which she follows throughout its school life. The following suggestions as to their procedure in guidance have been supplied these advisers by the director of research and guidance:

#### *A Suggestive Procedure for Advisers in the Commercial and Technical High Schools*

1. Obtain a complete list of the class assigned to you as it was when they entered your school. This should include the name, chronological age, mental age, intelligence quotient, and the school from which the pupil came.
2. From this make a list of those who dropped out each quarter up to the present time, indicating if possible the reason for leaving school. If the

*Registration card, vocational-guidance department; Providence*

# VOCATIONAL GUIDANCE CARD.

**To be filled out by Principal**

Last Name		First Name		General Appearance		Very Inf.	Inf.	Aver.	Sup.	Very Sup.
School		Date		Health						
Grade		Residence		Courtesy and Address						
Date of Birth		Place		Initiative and Self-reliance						
Yrs. in U. S.		Lives with		Energy						
Family: No. in home				Persistence						
Father's name				Self-control						
" occupation				Obedience						
" employer				Reliability						
Others working		: wages		Honesty and truthfulness						
Parent interviewed				Enthusiasm						
Reason for leaving				Optimism						
Work desired				Promptness						
Arith.		: Lang.	: Geo.	: Hist.	Memory					
Special talents				Speed						
Times retarded		: cause		Accuracy						
Principal's recom.				Conduct						
Church		Club		Intelligence						



student's class work was unsatisfactory and no further reason can be found, it may be assumed that failure was the cause of elimination.

3. Make a list of pupils added to the class each term and the schools from which they came.

4. Indicate the number of failures in each of the college subjects each term and classify the pupils who failed according to intelligence.

5. At the end of the present quarter list all college-preparatory students who are failing or are doing less than certificate-grade work in college-preparatory subjects. These pupils should be called together in a group, and the significance of their failure to do work of certificate grade should be emphasized. Those who are clearly unable to carry a college-preparatory course should either elect noncollege subjects or carry lighter programs.

6. Individual conferences should be held with the following pupils:

(a) Those capable of carrying college electives who are not at present taking such a course.

(b) Those who are taking a college course and who should probably be taking a noncollege course or else taking a longer time to cover the college requirements.

(c) Those whose programs need adjusting.

(d) Those who have been failing so seriously that a different course of study or special help would seem advisable.

7. Before these conferences a chart should be made of each section of the class showing the chronological age, mental age, and intelligence quotient of each pupil in comparison with the records of other pupils in the section and also indicating the significance of guidance factors. On this chart the average scholarship mark and the serial number of each pupil may be shown.

8. A record of individual conferences should be kept upon the back of the personnel card.

9. A personnel card should be made out for each pupil in each section and the problem cases kept separately from the main body of the class.

10. Whenever the class adviser is unable to make satisfactory adjustments the case should be referred to the dean or to the principal with a copy of the record and a summary of the advice given in each case.

11. In some way the "books" of each adviser should be closed at the end of the term in case it should be necessary to have a different person continue the work with the class.

Since the work of the majority of the advisers is not formally directed nor supervised by the vocational-guidance department, the procedure varies considerably from school to school and even within the same school. All advisers, however, confine their counseling chiefly to educational guidance—to the attempt to get pupils to take courses for which their previous school record and intelligence-test results indicate they are best fitted—and to ascertaining the causes of failures. No attempt is made to give vocational information or counsel other than such advice as is incidental to the selection of a high-school course. Students desiring definitely vocational advice are referred to the vocational-guidance department.

No counseling activities are carried on by the teachers in the elementary schools.

### PUBLICITY

One of the most characteristic activities of the guidance program in Providence is its use of the methods employed in modern advertising. The following account of the purpose, methods, and achievements of a campaign to advertise education, conducted in 1920-21, is given in the report of the superintendent of schools for that year:

When parents and friends do not offer the necessary encouragement to pupils to continue their education, the school system must furnish a means for the accomplishment of the desired end. If children are permitted to drop

out of school before the age of 16, the earliest age at which vocational selection and specialization are begun, it is difficult to reach them for training when they become old enough to receive it.

For the purpose of creating an interest in the continuance of education \* \* \* an intensive campaign of advertising was carried on as a group project by the principals of the grammar schools, the teachers of the graduating classes, and the department of educational and vocational guidance, with the assistance of an advisory committee of the Town Criers, a group of professional advertising experts. A number of striking advertisements were written upon the blackboards or placed in printed form upon the walls, one at a time, and the teachers thoroughly discussed with their pupils the points set forth. Partly, at least, as a result of these efforts 91 per cent of the graduates of the grammar schools in January entered the high schools, the Trade School, or other schools for further training. At the end of the second term even a higher per cent of the members of the graduating classes expressed the intention of entering the high schools in the fall.<sup>9</sup>

One of these campaigns lasting 10 weeks is now conducted twice a year, shortly before the end of each school term. Each day during the campaign a poster adapted to elementary-school use is furnished each eighth-grade teacher, who makes it the subject of a classroom exercise or discussion. Suggestions for teachers are mimeographed on the back of each poster. The following are characteristic samples of these posters:

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<sup>9</sup> Annual Report of the School Committee, Providence, 1920-21, p. 28.



[Face]

**HAVE YOU EVER STOPPED  
TO THINK OF  
THE ADVANTAGES WHICH A  
High-School Course Brings?  
SEE HOW LONG A LIST YOU  
CAN MAKE.**

[Reverse]

What skilled trades require subjects which you will study in high school?

Draftsman?--Algebra--Geometry--Freehand and  
Mechanical Drawing--English.

Electrician?--Algebra--Drawing--Physics--  
Chemistry--English.

Machinist?--Algebra--Geometry--Freehand and  
Mechanical Drawing--English.

Surveyor?

These subjects are of great help in all of the skilled trades and are essential in the engineering professions.

Take a high-school course of study; turn to the list of subjects in any of the commercial courses and check the studies offered there which are not included in the courses in private commercial schools.



[Face]

## NOTICE:

The City of Providence plans to give to each graduate of the grammar schools a present costing \$600 if he will accept the gift on the City's terms.

**Announcement later**

**Watch this space every day**

[Reverse]

Teachers may be interested in the fact that at the Brown & Sharpe Apprenticeship School, from an enrollment of 200 boys, only two left in 1919 and only one in 1920. When the new director of the school was asked to explain their remarkable record, he replied: "We make it our business continually to impress the boys with the value of the training which they are receiving. This process reacts on our whole organization. The foremen under whom the boys are working believe in the value of the course and their faith is contagious.

Private schools have developed their salesmanship. It is the business of each teacher in a private commercial school to "sell" his course and the next one as well to each pupil in the class.

Let us try systematically to make pupils appreciate better what they are now getting and the advantages open to them in the public schools.



## SCHOLARSHIPS

In the early part of 1922 at the request of the director of research and guidance the officers of the Rhode Island Foundation, a charitable community trust, established a fund to be known as the Providence Scholarship Fund, the purpose of which is to give financial assistance to boys and girls wishing to attend high school. The policies and methods of the foundation with reference to scholarships were thus stated when the fund was established:

It is not the purpose of the scholarships to supply complete financial support for a child but rather to supplement the child's spare-time earning power so that he or she may remain in school. This financial assistance will vary with circumstances. In some cases \$2 a week will be sufficient; in others perhaps as much as \$4 a week will be necessary.

The scholarships will be granted for one term only, subject to renewal at the discretion of the foundation committee in charge of distributing the funds.

Definite amounts have been determined for the scholarships as follows: Full scholarship, \$100 for the year. Term scholarship, \$50 for the half-year. Supplementary aid will be left to the judgment of the committee in charge.

Any ambitious, capable, and worthy child in Providence is eligible for scholarship. The only requirements are that the case be positively one of merit and need.

Recommendations are made to the foundation committee by the director of vocational guidance from the number of worthy pupils he finds must leave school because of temporary or prolonged financial pressure. His recommendation contains: (1) A record of the pupil's scholarship, with supplementary information; (2) an estimate of his or her character by the teachers and principals; (3) an estimate of the pupil's intelligence and special abilities; (4) record of employment, part-time earning capacity, and amount of aid advisable for the term.

Separate supplementary investigations of the financial condition of the family are made by the Society for Organizing Charity and the school nurse, so that the merit of the case will be absolutely confirmed \* \* \*.

From funds already on hand the Rhode Island Foundation is ready at the present time to provide four scholarships. The funds for additional scholarships are to be raised by public subscription by a citizens' committee \* \* \*.

While no fixed goal has been established it is thought that the sum of \$100,000, which will provide permanent scholarships for 50 boys and girls, should be secured in order to take care of the needs as they exist at the present time.<sup>10</sup>

During the period February, 1922, to October, 1923, the sum of \$5,000 was raised for the fund. Scholarships were granted to 11 children—6 boys and 5 girls—in the first half of 1922 and to 13 in the school year 1922-23. Each scholarship has been granted to enable the boy or girl to attend high school. Although the Providence scholarship program differs from that in most cities where scholarship funds have been established in that a child may be given a scholarship even if he is not eligible for a work permit, all those to whom scholarships have been granted have met the age and educational requirements for legal employment.

## THE SCHOOL ORGANIZATION AND CURRICULUM IN RELATION TO GUIDANCE

### VOCATIONAL COURSES

Although the superintendent of the Providence public schools has recommended the adoption of the junior high school, or "intermedi-

<sup>10</sup> "Rhode Island Foundation aids worthy cause." The Netopian [issued by the Rhode Island Hospital Trust Co., Providence, R. I.], vol. 2, no. 11 (February 11, 1922), pp 3, 4, 5.

ate-school," organization, the schools are at present organized on the 8-4 plan.<sup>11</sup> The city has four high schools. One of these, in a residential section of the city, offers both academic and commercial work. Of the remaining three, which are located close together in the center of the city, one is academic, one commercial, and one technical. No opportunity, therefore, is afforded pupils to try out various types of courses, such as a general high school with a liberal offering of electives would permit. It is planned, however, to offer a general course with electives when a new high-school building, now contemplated, is completed.

The technical high school offers a cooperative course for boys in the second, third, and fourth years, specializing in machine-shop work and mechanical drafting. The regular technical-school course, like that in most technical high schools, also affords a certain amount of prevocational try-out experience.

Students graduating from the commercial high school are qualified as bookkeepers, salesmen, and stenographers and typists, and the school aims "not only to train office and store workers but also to fit for the manufacturing, mercantile, and general business life of the community."<sup>12</sup> Students unable to continue in school until the completion of the course (four years) are given as much vocational training as their ages will permit up to the time they leave.

Instruction which is definitely vocational is offered also in the Trade School, which was started in 1918 largely as a result of the efforts of the director of vocational guidance. The Trade School received State and Federal aid under the Smith-Hughes Act as a continuation school, though conforming also to the Federal standards for day trade schools. It differs from regular day trade schools chiefly in that it is open for 48 weeks a year and is run on a co-operative basis, most of the students spending alternate weeks in school and at work. The course lasts two years. One-half the six-hour school day during the week when the pupils are in school is devoted to shop, one-half to academic work. The course is open to boys and girls 14 years of age and over. In theory those who have completed the sixth grade are permitted to enter, but a long waiting list of applicants now makes it impossible to accommodate many pupils of less than eighth-grade standing. At the present time there are no boys and only a few girls from grades below the seventh, and the majority of both sexes have at least entered the eighth grade. There are also a number who have entered high school but have found the work of the regular high school not adapted to their tastes or talents or prefer to give more time to practical work. Eighth-grade graduates in the school are permitted by making up one subject to transfer to the third year of the technical high school on the com-

<sup>11</sup> Annual Report of the School Committee, Providence, 1921-22, pp. 28-31. According to the director of research and guidance a substitute for try-out shop facilities, in the absence of junior high schools, is found in the "boys' and girls' junior achievement clubs" which have been established in Providence. These are groups of five or more children and a leader who have organized to do a definite piece of handicraft work. The Lions' Club of Providence finances the clubs, and the school committee lends the building and equipment of the trade school one night a week for the training of leaders of such clubs. Courses are offered in garment making and millinery, basketry, toymaking, making of radio sets and electric toys, making of tin-can toys, photography, lettering, poster making, waxwork, pyroxylin work, printing, weaving and textiles, and nature projects. Thirty-one of these clubs were in operation in Providence in May, 1923. (Allen, Richard D.: "Educational and vocational guidance in the Providence public schools." The National Vocational-Guidance Association Bulletin, January, 1924, p. 90.)

<sup>12</sup> Courses of Study in the High Schools, p. 4. Providence Public Schools, 1921.



pletion of the two-year trade-school course. The vocational courses for boys consist of carpentry and cabinetmaking, painting and decorating (including automobile painting), electricity, automobile repair, and printing; for girls, of dressmaking and millinery.

As far as possible students are placed in work to which their school course is related, or if they are already employed when they enroll in the school they are expected to take courses related as closely as possible to their occupation. It is not so easy to place the girls as the boys in part-time employment directly relating to their school work, and the proportion of girls in the school who are on a cooperative basis is somewhat smaller than the proportion of boys. Students in the school placed in trades having an apprenticeship system are given credit for two years' apprenticeship. The school places all its own graduates.

As a result of a survey of retarded children an annex to the Trade School has been authorized and is to be opened in the fall of 1924. Children in the fifth and sixth grades who are between 13 and 14 years of age will be admitted. They will be given a simplified course of study and a general shop course in which their special interests and abilities may be discovered with the object of fitting them to enter the trade school for definite vocational training.

### SPECIAL CLASSES

Special provision for handicapped children is limited to 23 classes for mentally backward children and 1 class for pupils with speech defects. The number of children enrolled in the classes for the mentally defective is somewhat more than 400, or 1 per cent of the total net enrollment of the Providence public schools (exclusive of normal and evening schools) in 1922-23. Providence was the first city in the United States to establish classes for mentally retarded children.

### EMPLOYMENT-CERTIFICATE ISSUANCE IN RELATION TO VOCATIONAL GUIDANCE

An opportunity for a certain amount of control by school authorities of almost all children going to work in Providence is given through the provision of the Rhode Island child labor law<sup>13</sup> whereby every child between 14 and 16 years of age going to work in a factory of any kind or in a business establishment is required to obtain an employment certificate, for which completion of the eighth grade is necessary. In Providence the certificates are only signed in blank by the agent of the school committee, who is also truant officer and supervisor of the school census. The actual work of issuance of the work certificates is done by a clerk. But the fact that all children under 16 are required by school authorities to interview the director of research and guidance before obtaining certificates gives every child an opportunity to receive educational and vocational advice from a trained person before he leaves school. (See p. 399.) The law stipulates that both parent and child must sign the employ-

<sup>13</sup> Rhode Island, General Laws, ch. 78, as amended by Acts of 1916, ch. 1378, and Acts of 1922, ch. 2232. A law passed in 1923 (Acts of 1923, ch. 2367) fixed a minimum age of 15 for employment during school hours, to be effective Sept. 1, 1924.

ment certificate. The parent is usually interviewed by the school principal and is invited, and sometimes required, to come to the vocational-guidance office whenever there seems to be need for such action. The fact, also, that although a child must obtain a promise of employment before his certificate is issued the law specifies that he may apply for a certificate at any time and have it made out and kept on file until needed, affords the issuing officer or some other school official a better opportunity for guidance than is possible in offices where the procedure of issuance is not set in motion until the child has found a position.

The law requires all applicants for employment certificates to be examined physically by one of two physicians appointed for the purpose by the State commissioner of public schools. But inasmuch as the law specifies only that they be certified as physically able to be employed in any legal occupation the physical-examination requirement is not so important a factor in guidance as it has become in a few of the places where the law requires certification for the occupation which the child is to follow and where reexamination is required for each new certificate.

### SUMMARY

Vocational guidance in Providence is an activity of the public-school system. It is carried on by a department of vocational guidance consisting of a director and an assistant, both of whom have been teachers, and has been put into operation within the schools through the cooperation of school principals and teachers. It consists of a program of mental testing, vocational-information classes, campaigns to stimulate interest in high-school education, counseling, and a limited amount of placement.

Psychological tests are given and scored by the department of vocational guidance assisted by about 100 teachers, who are given a course in testing by the director of the department. On the basis of the tests specially selected pupils of more than average ability are advanced more rapidly than the average in order to give them as much education as possible during the age of compulsory school attendance. In addition the results of the tests are used in two high schools for purposes of classification and in the elementary schools (from the sixth grade up) as a factor in determining the type of guidance needed for individual pupils.

Special attention has been given to the introduction and direction of vocational-information courses in the schools, the object of which is to give information on occupations with a view to a wise selection of a vocation by the young worker. The teachers giving the courses have received brief special training for the purpose, and the courses are planned and supervised by the department of vocational guidance.

Educational counseling is carried on in the high schools by a corps of 34 teachers, volunteering for the work, who prepare for it by taking a university-extension course in guidance. Most of the counselors carry on their work outside the regular school hours, but eight in each of the two larger high schools have been given from one-fifth to one-fourth of their regular hours for guidance activities.



Counseling that is specifically vocational in character is done by the vocational-guidance department. Pupils proposing to withdraw from school before completing high school are referred to the department for an interview, and for those under 16 years of age the interview is required before they are excused from attendance. The department does a limited amount of placement, but in most cases it tries to encourage school attendance until the completion of the high-school course and to make whatever adjustments are necessary to insure it, such as finding part-time employment for pupils, granting scholarships, obtaining employment for adults in the family or temporary relief from a social agency, or, if the difficulty is an educational one, transferring the child to another school or another course.

Methods of modern advertising are extensively employed by the department in encouraging high-school attendance. A campaign is conducted twice a year, shortly before the end of each school term. Material to be used as the basis for classroom exercises is supplied by the department.

The junior high school organization has not been effected in Providence, and in general opportunities for prevocational try-outs are somewhat limited. A prevocational class for over-age children, with a simplified course of study and general shop work, has been authorized. Vocational instruction, in addition to commercial courses, is given in a trade school open to boys and girls over 14 years of age. One high school also offers a cooperative study-work course.

## OAKLAND

### HISTORY OF THE VOCATIONAL-GUIDANCE MOVEMENT

The school year 1917-18 marked the beginning of an organized program of educational and vocational guidance in the Oakland school system under a special department.<sup>1</sup> In August, 1918, the principal of one of the high schools was appointed on a part-time basis as director of this department "to organize a placement bureau and to supervise the development of instruction leading to intelligent educational and vocational guidance in all the high-school grades and in the upper elementary grades and departmental organization of the Oakland schools. The chief function of this department is to account for all the children of Oakland up to the age of 18, either in school or in some educative and profitable employment."<sup>2</sup>

The enforcement of the compulsory school attendance law and the development and administration of a program of child accounting or permanent census of children of school age were turned over to this new department, which was named the vocational-guidance and attendance bureau.

In the same year another school activity closely related to the development of the educational and vocational guidance movement was begun; namely, the application of mental tests to the grading and promotion of school children in accordance with their mental ability. A committee of teachers and school officials appointed to study the promotion system of the city schools and to recommend methods for its improvement made a thorough study of retardation, acceleration, and elimination, as well as existing standards for promotion.<sup>3</sup> As a result of its studies the committee reported unanimously in favor of radical changes in the promotion system and of provision for classification of children into schoolroom groups in accordance with their mental ability. As immediate results of the specific recommendations of this committee a more effective system of promotion was developed, the number of classes for atypical children was increased, opportunity rooms for retarded pupils were opened, and a general grouping of children in the regular grades on the basis of the results of mental tests was put into operation. A reference and statistical bureau under the board of education, known as the bureau of research, was reorganized with mental

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<sup>1</sup> Among the influences responsible for arousing interest in guidance activities in a number of California cities, including Oakland, may be mentioned courses in vocational guidance given by Meyer Bloomfield at the University of California in the summers of 1913, 1914, and 1915; the work of Dr. Lewis M. Terman, of Leland Stanford University, in the field of mental measurements; the active share taken by many school officials in planning part-time schools and prevocational try-out courses in junior high schools, under the direction of Prof. R. J. Leonard as head of the department of vocational education of the University of California; and courses on the value of classes in occupational information given by Dr. John M. Brewer at the 1918 summer session of the University of California.

<sup>2</sup> Report of the Superintendent of Schools of Oakland, Calif., 1917-18, pp. 139-140. Board of Education, Feb. 1, 1919.

<sup>3</sup> *Ibid.*, pp. 70-138.



measurement and classification of public-school pupils as one of its principal functions, and a psychological clinic that had been established in the public-school system some years before to test children of subnormal mentality and develop special classroom instruction for them, was made a part of the bureau of research.

#### THE VOCATIONAL-GUIDANCE AND ATTENDANCE BUREAU, 1917-19

The aim of the program for guidance as outlined in the report of the first year's work of the new department<sup>4</sup> was to give "definite, desirable, and systematized direction" to all the child's physical and mental activities "by relating them to community needs and life careers." To accomplish this aim effectively three steps were considered necessary: First, to know the "nature of the child and his environment;" second, to know the "nature of the various jobs in the community;" and, third, "to determine what job would best fit the boy or girl whose nature and environment are known." The means devised to carry out the program were the following:

1. A comprehensive system of child accounting through the registration of all minors at school, at work, and at home.

2. Appointment in each school of at least one vocational counselor.

3. The investigation of local industries and occupations by counselors, teachers, etc.; and the study of social and economic problems relative to occupational life by children in the schools. General vocational information was to be obtained through books, periodicals, and reports; information regarding local conditions was to be secured by committees of teachers of vocational subjects (whose reports should be edited by the vocational-guidance and attendance bureau) through job analyses made in connection with placement and follow-up work and through talks given by labor leaders, employers, and employees.

4. A part-time plan, whereby the child might be tried out in different occupations.

5. Establishment of a cooperative council composed of representatives of employers, organized labor, public schools, and various agencies concerned with child welfare, to "act as a clearing house for the vocational needs of boys and girls up to the age of 18, determine the best ways of making these boys and girls community assets instead of community liabilities, intelligently relate placement and follow-up work to community, State, and national urgency, consider compensation and related problems."

As thus conceived, the work of this council was not merely to serve as an advisory board to the vocational-guidance department but rather to be responsible for working out an effective practical program for the department to follow in the development of its placement and part-time employment program.

The development of this program as outlined was arrested by the merging of the vocational-guidance and attendance bureau with the bureau of research, which took place in January, 1919. During its existence as a separate bureau the following activities had been developed: A vocational counselor to whom some time for interviewing was allotted had been appointed from among the teachers in each school, talks on vocations and courses in occupational information had been given in a number of schools as a part of the counselor's regular duty, and some beginnings of a placement program had been made.

<sup>4</sup> Report of the Superintendent of Schools of Oakland, Calif., 1917-18, pp. 155-171. Board of Education, Feb. 1, 1919.

<sup>5</sup> Ibid., pp. 159-160.

## THE BUREAU OF RESEARCH, 1917-19<sup>6</sup>

Mental testing in Oakland dates back to about 1910, when a psychological clinic in the public schools was established, but up to 1917 its work was confined to subnormal children. In the school year 1917-18, as has been noted, the work of the psychological clinic was merged with that of the bureau of research, and the application of mental tests to the grading and promotion of all pupils was commenced. Through the cooperation of Doctor Terman, of Stanford University, the group tests used in the United States Army were given to about 2,000 children in the Oakland schools from grades three to nine, inclusive. When these tests were withdrawn from school use by the Government another type of group test was used in classifying, according to their mental ability, children graduating from the eighth grade, children in the first half of the ninth grade, and some in the sixth grade.<sup>7</sup>

In response to the general interest shown in the testing and classification program by members of the teaching staff, two classes in principles and methods of mental testing—one for teachers and one for principals—were organized in 1918. These or similar classes, with the object of training teachers to test and score the children in their own schools and of demonstrating how the results of tests may be used, have been given each year since 1918 and have now become an important feature of the Oakland program. According to the director of the bureau of research, "teachers and principals should be trained to use and to interpret standard tests of mentality and of achievement as an assistance to better teaching and to better classification of pupils and also as an assistance in the educational and vocational guidance of pupils as they pass through our schools."<sup>8</sup>

## ORGANIZATION AND ACTIVITIES OF THE BUREAU OF RESEARCH AND GUIDANCE<sup>8a</sup>

### ORGANIZATION

All organized attempts at guidance and the placement of minors in Oakland are conducted by the bureau of research and guidance of the public-school system. As is shown by the chart on page 416, the director of this bureau, who is also director of the bureau of research and guidance of the Berkeley, Calif., schools, is likewise deputy superintendent of schools in Oakland and is responsible for a number of school activities, including the gathering and analysis of statistical data relative to school attendance and finance, the enumeration of children of school age, the enforcement of the compulsory-attendance law, and the issuance of work permits, the giving of mental and educational tests for all purposes, the supervision of part-time education, and the development and management of a library for teachers and officials of the schools.

<sup>6</sup> Report of the Superintendent of Schools of Oakland, Calif., 1917-18, pp. 173-247. Board of Education, Feb. 1, 1919.

<sup>7</sup> Ibid., pp. 75, 207, 209.

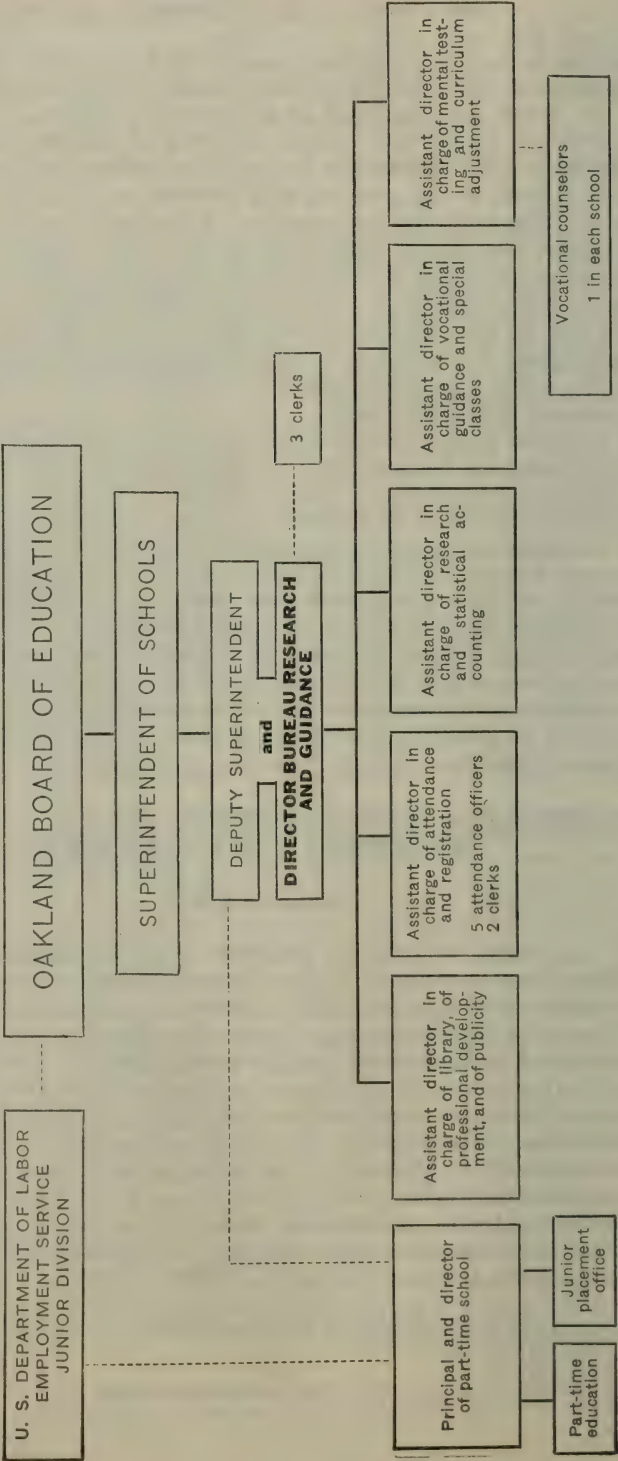
<sup>8</sup> Ibid., p. 225.

<sup>8a</sup> For the school year 1923-24, unless otherwise indicated.



PLAN OF ORGANIZATION

BUREAU OF RESEARCH AND GUIDANCE, PUBLIC SCHOOLS, OAKLAND, CALIF. 1923-24



Several of the activities of the bureau were abandoned or curtailed beginning with the school year 1921-22 because of a general decrease in appropriation for the school system. The most conspicuous of these was the placement work that during the school year 1920-21 had been developed under the immediate supervision of the principal of one of the high schools (see p. 428). A reduction in the number of hours for guidance purposes allowed teachers serving as counselors in the individual schools was also effected, and the services of the assistant director of the bureau in charge of the enforcement of the compulsory school attendance and employment-certificate laws were dispensed with, the supervision of these activities going to the director of Americanization work of the public schools. Because of these forced reductions in its activities the guidance program as developed in Oakland was undoubtedly observed at a somewhat unfavorable time. The activities retained, however, are those most characteristic of the program under its present administration.

The staff of the bureau concerned with the program of mental testing and guidance consists of the director, one assistant director in immediate charge of the mental-testing program and curriculum adjustment, one assistant director who supervises the special<sup>e</sup> classes for subnormal and retarded children throughout the city and also directs the work of the counselors in the elementary and high schools, one assistant director in charge of research and statistical accounting, and three clerks. Except for the testing of children for special rooms, most of which is done by the assistant director in charge of special rooms, all administering and scoring of tests and all counseling are done by specially trained teachers under the general supervision of the director and assistant directors of the bureau. All the practical experience of the director and assistant director has been in teaching or other educational work. The former has the degree of doctor of philosophy in education and psychology; the assistant director in charge of mental testing has a master's degree in psychology; and the assistant director in charge of special rooms and counseling is a normal-school graduate with some university training, chiefly in psychology.

In 1923-24 expenditures for the bureau of research and guidance, exclusive of the work of the attendance and registration department and the library, amounted to \$14,396.20.

### THE MENTAL-TESTING PROGRAM

Through the program for mental testing the Oakland system of guidance attempts to reach every child in the school system. The program when completed will provide for the testing of every child in the elementary school once every two years. At the present time an attempt is made to give the individual Binet test (Stanford revision) to every child entering school for the first time, although in some cases only group tests are possible except for children about whose capacity the result of the group test indicates some doubt. Group tests are also given to all sixth-grade children before they enter the junior high school (or the departmentalized upper grades in districts where the 6-3-3 plan has not as yet been put into effect) (see p. 429) and to eighth-grade pupils. In some schools group tests



are given to second and fourth grade children, and it is planned to cover these grades more thoroughly as soon as facilities will permit. Group tests are also used to some extent in the high schools to assist in classification or in assignment to special courses. The Haggerty and Cole-Vincent tests are used for the primary grades, the National intelligence test is used for the fourth, fifth, and sixth grades, and the Terman test for high-school entrance.

The general practice of the bureau with respect to the use of individual and group tests is outlined as follows:

1. Individual test (Stanford-Binet).

- (a) For special atypical-class candidates.
- (b) For kindergarten and primary pupils.
- (c) For problem cases of all grades.
- (d) For cases of disagreement between teacher's judgment and group-test result.

2. Group tests.

- (a) For general classification into ability groups from third grade up. (Experimental use in first and second grades.)
- (b) For cumulative record and study (Grades 4, 6, and 8).
- (c) For counseling and placement of pupils promoted to a higher school.
  - (1) Sixth grade to junior high school.
  - (2) Eighth grade to high school.
  - (3) Ninth grade to senior high school.
- (d) For all pupils entering high school from out-of-town schools.<sup>9</sup>

Tests are given and scored by a group of "certified mental examiners," who numbered approximately 90 during the school year 1922-23. These are school principals, teachers, and counselors who have received the title of certified mental examiner after successfully completing a course of training under the direction of the bureau of research and guidance. The training consists of a 15-week course (one hour a week) of lectures and discussions on the method and technique of testing given by the director, and an apprenticeship of approximately the same length of time, during which each candidate gives and scores from 20 to 30 tests under the supervision of one of the assistant directors of the bureau and gives a Binet test in the presence of a member of the bureau staff. In problem cases the examiners are instructed to refer to the central office for diagnosis. Assistance in group testing is frequently given by teachers and principals who have not had the course of training, but their work is supervised by the certified examiners. The tests given by the certified examiners are checked regularly by the bureau.

The number of children given individual tests in 1922-23 was 2,571; the number given group tests was 6,886. The results of all tests are entered on a cumulative test-data card which is transferred from one school principal to another as the child is transferred or promoted.

On the basis of these tests children are classified in many of the elementary and junior high schools into three sections: The limited, for pupils of inferior ability who are given only the most essential parts of the regular curriculum for the grade;<sup>10</sup> the regular, for pupils of average ability; and the accelerated, for pupils of superior

<sup>9</sup> General Statement Concerning the Program of Examination of Pupils and Classification According to Ability Groups. Oakland Public Schools, Bureau of Research and Guidance. (Multigraphed circular, undated.)

<sup>10</sup> In junior and senior high schools the content of the course of study varies somewhat from that of the regular work for the grade.

## RECORD OF STANDARD TESTS

READING

[illegible]

[Actual size 8 by 5 inches]



Reverse of cumulative record card, Oakland public schools

NAME		GRADE	STD. AGE	C.A.	M.A.	ARITHMETIC	READING	SPELLING	PENMANSHIP	
									RATE	QUAL.
H10										
L10	15									
H9										
L9	14									
H8										
L8	13									
H7										
L7	12									
H6										
L6	11									
H5										
L5	10									
H4										
L4	9									
H3										
L3	8									
H2										
L2	7									
H1										
L1	6									
K										
K										
K										

[Actual size 8 by 5 inches]

ability, for whom the regular curriculum is enriched and who may progress as rapidly as their abilities permit. In the senior high schools the classification according to mental ability is put into operation wherever the size of classes permits. In the assignment of pupils to these sections an estimate of the child's ability and work based on the judgment of three teachers is given much weight, as it is contrary to the policy of the bureau to classify or promote children on the basis of a test result alone.

Assignments to special rooms for children of subnormal mentality (known as atypical classes) and exemption from school attendance of children of very low-grade mentality are made on the basis of individual tests and case study. In problem cases an effort is made to obtain social data, but no regular procedure for collecting information of this kind for mentally defective children has been worked out.

Although the reports on mental testing are sent to the school counselors (see p. 422) the use made of them in recommending specific courses of study is very limited. It is restricted mainly to directing inferior children away from strictly academic work. In conformity with the general policy of the bureau, which conceives its function to be primarily educational guidance rather than vocational guidance no effort is made to recommend types of work in accordance with mental-test results.

### RESEARCH

Current statistics of enrollment and attendance and special studies of promotions and pupil failures have been so analyzed as to be of considerable aid in working out problems relative to better classification of school children. In addition, the bureau of research and guidance makes careful analyses of the results of mental and educational tests, including such studies as correlations between mental age and school success and between mental and chronological age and grade; analyses of the disagreements between test results and teachers' ratings; and studies of the reliability of tests. The results of these studies have been given careful consideration in school administration. They also constitute a valuable contribution to the research aspects of the school-testing program in general.

### SCHOOL COUNSELING

A "school counselor" has been appointed for each junior and senior high school<sup>11</sup> and for each of the 17 elementary schools that are still organized on the 8-4 plan. A counselor has also been appointed for the part-time school.<sup>12</sup> With a few exceptions school counselors have been selected by the individual school principals from among their teachers upon the recommendation of the director of the bureau of research and guidance. The only special training given them or required is the training in mental testing described

<sup>11</sup> Prior to January, 1923, one large senior high school had two counselors—a man for boys and a woman for girls.

<sup>12</sup> Since January, 1923, the counselor for the vocational high school also serves the part-time school. Prior to that time each school had its own counselor.



on page 418, but some have had university courses in vocational guidance. For their special duties as counselors they are allowed from four periods a week to approximately half of their school time.

Counseling is closely related to the mental-testing program. Each counselor is trained in mental testing and in the interpretation of these test results. Mental-test results, however, are not accepted as final without careful consideration of other factors, including the child's health, temperament, and home environment as well as the history of his school progress and accomplishment. For each pupil the counselor has a cumulative record card and data sheet covering the years the child has spent in the city schools (see p. 419). The card covers the school life of the child beginning with the kindergarten and extending through the ninth grade. It shows by use of a graph the relation between the pupil's accomplishment in each school subject and his mental ability. For pupils from outside schools who have no such cumulative record card the counselor obtains from their teachers data covering the following 11 points: Chronological age, mental age, intelligence quotient, intelligence rank by mental test, teacher's rating on school work, teacher's rating on intelligence, teacher's rating on industry and application, health rating, special comments of teachers relative to proper placement, pupil's educational ambition, and pupil's expression of vocational interest. Counselors and teachers are encouraged by the bureau of research and guidance to acquaint themselves with social and personal data for each child. According to the director of the bureau, "the counselor should not only understand children but should know the educational needs of the various strata of social and industrial life into which children will go," and "one needs to know the case history of each individual pupil before evaluating his school progress in relation to mental-test results."<sup>13</sup>

Although vocational-information courses, vocational talks and excursions, social adjustments, and even vocational placements and follow-ups have their place in the counselor's program, the aim in counseling is primarily to give assistance in the choice of school courses. The counselor in a lower school—the elementary or junior high school—gives personal assistance to each child in selecting his program for the first semester in the school to which he is to go. This phase of a counselor's work in the junior high schools is outlined as follows by the director of the bureau of research and guidance, who also states that "the duty of a counselor is not to make the child's program for him but to aid him in the process of self-discovery and then to point out to him desirable goals and dangerous passages in the course which he proposes":

1. Counselor's study of cumulative card or data sheet and case history of every child. In this connection she considers capacity as revealed by all the intelligence and achievement tests which have been given during the term or earlier.

2. Conference between counselors of junior and senior high schools for careful study of the problems and the opportunities in each school.

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<sup>13</sup> Dickson, Virgil E.: *Mental Tests and the Classroom Teacher*, pp. 181, 82. World Book Co., Yonkers, N. Y., 1920.

3. Class instruction given to ninth-grade pupils in vocational and occupational civics, in which emphasis is placed upon the dignity of all legitimate work and upon the civic responsibility of each student to plan for himself some life work—preferably that for which he is by nature best fitted.

4. Making of pupil's program for first term in the upper school. This involves:

- (a) Pupil's conference with his parents with reference to high-school courses as explained in the bulletin [describing the courses of study and high-school activities].
- (b) Pupil's selection of the program in which he is most interested and which he thinks will best fit his needs and capacity.
- (c) Individual conference between counselor and pupil with reference to subjects chosen.
- (d) Pupil's and parents' revision of the program in the light of any consideration brought out in conference with the counselor.
- (e) Second personal conference between counselor and pupil for final decision on the program for the first semester in high school. This program is recorded on the "introduction card," which becomes the child's admission card into high school.
- (f) Parent's signature showing approval of the program on the introduction card.
- (g) Counselor's signature on the introduction card.<sup>14</sup>

Much the same procedure is followed by the eighth-grade counselors in the Oakland schools that have not yet been reorganized on the junior high school plan. Senior high school counselors address pupils of the lower schools on the subject of the various high-school courses and arrange for visits to the high school by junior high school and eighth-grade pupils.

In addition to giving assistance in the selection of a high school and of a high-school program, some junior high school counselors are developing work along other lines, such as assisting in the reorganization of the school curriculum, cooperating with social agencies and parents in an attempt to relieve the poverty which causes children to leave school, and developing courses in vocational information. The counselors in the elementary schools devote considerable attention to failures, chronic absences, and withdrawals. The daily-attendance rate in these schools has been markedly increased, an improvement attributed by the counselors to the cooperation of parents that comes as a result of home visits.

The work of the senior high school counselor is not different in kind from that of the elementary or junior high school counselor, except that, as might be expected, he receives more unsolicited requests for advice from older pupils. Some counselors are aided by home-room teachers, who keep a close watch over the scholarship of individual pupils and in some instances make home visits. On the other hand, so large are the groups dealt with by some of the counselors that they themselves seldom have time to pay home visits; their contact with parents is possible only if the latter can be persuaded to come to school; and their follow-up of pupils who withdraw is by letter.

The unpublished reports of some of the counselors in Oakland schools for the semester ended January 23, 1922, indicate the scope

<sup>14</sup> Virgil E. Dickson: *Mental Tests and the Classroom Teacher*, pp. 151, 182, 183. World Book Co., Yonkers, N. Y., 1920.



and variety of the work done in different schools. The following is an account of the work of one of the junior high school counselors:

The duties of the counselor seem to be increasing in number and somewhat changing in character. From home visiting and placement the work has developed into educational guidance almost exclusively.

In a junior high school this size much time has to be devoted to the careful consideration of ninth and tenth grade programs. Three or four interviews a term are required for each pupil. With a high-eighth grade of 64 and a high-ninth of 33 a large percentage of counseling time was devoted to the planning of further education with these 97 pupils.

Not only does such planning require conferences with the pupils but also consultation with parents. Hearty cooperation of the home has been the outcome of this phase of counseling. The time consumed has paid very large returns in the securing of the absolute backing of the home.

All testing, individual and group, has fallen to the counselor this term. This has been a limited amount, only such tests being given as were essential in the placement of doubtful cases throughout the school.

The advice of the counselor has been asked when change of type of work seemed wise for children of the various grades. The principal and counselor together have full responsibility for the placing of pupils in classes that in any way depart from normal.

Opportunity-class work and attendance supervision make a very happy combination with counseling.

To vitalize the course in occupations I have tried to do considerable industrial visiting myself and infuse in my class work the results of that visiting. This perhaps has been my greatest conscious attempt at a project. The one means of measuring its success has been the splendid term papers written by pupils in "9A Occupations." Through the effort of securing information for the papers on the part of the pupils I have been in close contact with their home and school life and have thus gained the background for counseling.

A very gratifying result of effort expended in the past has been the returning of former pupils for further advice in selection of more advanced high-school work. To me a counselor's reward is an incident of this type.

A report from a senior high school counselor is as follows:

In the vocational work \* \* \* this term an attempt has been made to create in the students a more thoughtful attitude toward and better understanding of the problems of the business and professional world, by placing special emphasis on the relation of these problems to the future of the individual student through the work in the classes in occupations and through personal conferences.

In connection with the usual program with regard to counseling one of the most successful features of the work has been that done through the scholarship committee. Two members of the committee are assigned to each class for the purpose of interviewing with students as each quarter's report comes in and of discovering the cause for poor work. Sometimes encouragement is needed, and often in a large school the weaker students, if left without special attention, fall by the wayside and finally leave school; sometimes a readjustment of program is necessary. Often proper study habits must be taught and more home study insisted upon. The committee member tries to discover the cause of failure and apply the proper remedy. The mental-test scores are often referred to for the purpose of supplementing the teacher's records and determining mental capacity. The results have been encouraging, as the general standard of scholarship has improved and each quarter has seen a decrease of failures.

A special project for which the principal asks the counselor to be responsible has been the enrollment of the incoming freshmen. This has involved talks to various 8B [high-eighth] classes about the high-school courses, planning a suitable program for each student with the help of the grammar-school counselor, and taking general charge of assignments to classes.

The counselor of the vocational high school in Oakland reports as follows:

During the past semester the work that I considered the most successful was the visiting of the parents of the pupils who were falling behind in their grades or who were absent from school a large proportion of their time. I found the parents at all times responsive and grateful for the trouble that was being taken to bring the pupils up to their maximum effort, and was able to explain many of the phases of the work of the school in such a way as to secure better cooperation between the school and the home. I was able to interpret to the teachers of those pupils many of the reactions of the child that were due to home environment. If the counselor could have more time for visits the school would undoubtedly function to much greater efficiency in the community.

Other problems that were attacked were: (a) Interviewing pupils with low grades in order to cause them to bring up their grades and (b) interpreting intelligence ratios of pupils with the end of analyzing low grades and securing better adjustments of tasks to the pupils and a clearer understanding by the teacher of the limitations of the backward pupil. This second problem I consider the most significant one for the counselor and regret that the limited time at my disposal for the next term will make it impossible to go into the matter with any degree of thoroughness—in fact, that the entire project must practically be dropped until more time can be assigned for counseling.

From the counselor of the part-time school comes the following report:

In the part-time school the pupils have been sifted down—to the proportion of 95 per cent I should judge—by economic pressure to the job level in which they will stay: Machine shop, factory, department store, and housework. Lack of time and money prevents their considering any occupations for which training is necessary. Therefore the part-time is the last chance many or practically all of them will have at any special vocational training—shop or business. For this reason I think the most important work of the counselor is the placing of the pupil in the proper class. It is important, for instance, that those of low intelligence quotient do not waste their time studying stenography when by no possible chance will they be able to hold their places against the competition of business life. This side of counseling has not received the attention it should during the past half year because the school has not had a teaching force sufficient to run enough classes to give much choice in the placing of pupils.

I think especially at this time of unemployment the placement work should be emphasized. With the girls the problem seems to be that those without jobs are not in the store-office group but in the factory-housework group where the jobs are scarcest. There are housework jobs, but they are usually not for girls who must live at home.

Other reports contain the following statements with reference to the most significant features of their work for the term: From a high-school counselor—

The most significant and successful feature of the term's [work in] counseling: Individual conferences with students, resulting in adjustments including continuance in school and acceleration as well as changes in subject matter.

From an elementary-school counselor—

The most significant feature of my work has been to prepare high-eighth grade students for their work in high school and consult with parents to put over the aims and work of high schools in the home. They have thus been brought to see that a correct program in high school will lead to more successful work in high school as well as lead to better preparation for further education.

The counselors form an organized body which meets monthly for discussion of problems of common interest. They make monthly reports to the director of the bureau, using a prescribed form. The following summary of these reports covering the period January,



1920, to June, 1923, indicates the scope of their work and the features receiving the most emphasis:

*Summary of counselors' monthly reports*

Items	January, 1920	August, 1920- June, 1921	August, 1921- June, 1922 <sup>1</sup>	August, 1922- June, 1923
Number of cases adjusted.....	213	1,321	3,888	2,517
Number of homes visited.....	419	1,659	1,324	664
Number of pupils interviewed.....	1,574	8,298	12,681	15,491
Number of parents interviewed.....	303	2,041	2,456	2,664
Number of employers interviewed.....	60	216	174	191
Industries visited.....	130	77	61	73
Group visits by class.....	3	71	50	31
Talks given (mothers' clubs, etc.).....	45	85	55	
Psychological tests:				
Group.....		37	70	2,051
Individual.....	182	718	808	639
Smith-Hughes adjustments.....	18	109	178	158
Speakers.....		89	60	13
Calls for workers.....		269	357	
Applications for work.....	244	831	784	1,214
Number of applicants placed by bureau.....		435	301	445

<sup>1</sup> Does not include complete tabulation of all counselors. Owing to reorganization some of the counselors discontinued their reports of monthly summaries.

It will be noted that placement is reported by the counselors. Many of the children placed are those for whom teachers or counselors have found work. The staff of the continuation schools is especially active in placing unemployed pupils. Many high-school students are referred to the State employment office.

## VOCATIONAL INFORMATION THROUGH CLASSROOM INSTRUCTION

One of the regular duties of the counselors is the giving of courses in vocational information. "Life-career" courses have been planned for the second half of the eighth grade in the elementary and junior high schools and for the first half of the ninth grade in the senior and junior high schools, but the work has been much less developed in the elementary than in the high schools. The program for each course has been prepared by a committee of counselors, and although individual counselors are permitted to work up the details of their own courses and a number of them have shown considerable initiative in doing so, most of them follow the committee's outline as to the general points covered.

The course for the ninth-grade students, "in which emphasis is placed upon the dignity of all legitimate work and upon the civic responsibility of each student to plan for himself some life work,"<sup>15</sup> is as follows:

### *COURSE IN OCCUPATIONS—9A HIGH-SCHOOL STUDENTS*

This work is required of all entering students.

The class work will consist of a survey of occupations with detailed investigation of typical lines of work.

<sup>15</sup> Virgil E. Dickson: *Mental Tests and the Classroom Teacher*, p 182. World Book Co., Yonkers, N. Y., 1920.



The purpose of this course is to give the child enough information concerning the whole occupational field so that he can determine ultimately the career for which he is best suited.

The course is offered twice a week, either two recitation periods [or one recitation period] and one general meeting. The class work for boys and girls is separate. Each student enrolled in the occupations class is interviewed at least once a term by the counselor.

The work for the term is outlined as follows:

#### INTRODUCTION

Practical value of high-school studies.

Money values of an education—other values.

A vocation—what is it? Importance of selecting a vocation intelligently.

Outline of vocations to be studied.

How to study a vocation.

#### THE VOCATIONS

##### *Outline for girl's course*

##### Commercial:

Salesmanship.

Office work—civil service.

Going into business for oneself.

Business connected with home economics.

##### Women's trades:

Factory work—Labor laws.

##### The professions.

##### Artistic lines of work:

Music, graphic arts, dramatic.

How to prepare to spend one's leisure.

##### Agriculture.

##### Personal service:

The question of the young girl who goes to work without training, which is preferable: Store work, factory work, a trade, or domestic service.

##### Miscellaneous, social service, etc.:

The girl without a vocation.

##### *Outline for boy's course*

##### Commercial:

Salesmanship.

Office work—civil service.

Going into business for oneself.

##### Manufacturing, transportation, other forms of productive industry.

##### The trades:

The building trades.

The metal trades.

Textile trades.

##### Engineering.

##### The professions—doctor, lawyer, etc.

##### Artistic lines of work:

Music, graphic arts, dramatic work.

How to prepare to spend one's leisure.

##### Agriculture.

##### Miscellaneous.

#### CONCLUSION

How to go about securing a job—the employment agency, the want-ad column, etc.

The course in high school for next term, for the remainder of the four years.

The course for the eighth-grade students is outlined in much more detail and is therefore too long to quote in full. It may be briefed as follows:

The course in occupations for the 8B grade will serve its purpose if it awakens in the pupil a desire for education and training which will make him a useful and contented citizen. \* \* \*

It is the aim of the study in occupations to instill by constant emphasis that a successful life depends upon a broad cultural background as well as occupational efficiency.

The material has been divided into 16 units. In a term of 20 weeks there should be opportunity for at least 16 lessons. The suggestive plan of study is purposely very full to afford ample material for additional lessons if necessary.

I. The individual's duty as a good citizen to be a producer:

A. Necessity of preventing waste. \* \* \*

B. Earning a living as contrasted with living a life. \* \* \*

C. How to study biographies. (Outline) \* \* \*

II. Listing of all known occupations in the community.

III. Classification and grouping of the occupations.

(Suggestive method)

If Oakland is the unit of consideration—

1. From classified-advertisement section of the telephone directory list the various occupations.

If the local community is the unit—

1. Have children prepare list from their own knowledge.

Group and classify according to the divisions of the Federal census.

IV. }

V. } Map of community and survey of local occupations.

VI. }

VII. How to study an occupation:

A. Reading of trade books and magazines.

B. Personal observation.

C. Talks with people in industry.

D. Information through questionnaire form.

VIII. Commercial occupations. \* \* \*

IX. Industrial occupations. \* \* \*

X. Trades. \* \* \*

XI. Agricultural occupations. \* \* \*

XII.<sup>16</sup> Professional occupations. \* \* \*

XIV. }

XV. } Study of "What the high schools have to offer." \* \* \*

XVI. }

Assembly talks by men and women in business and professional life are also arranged by the counselors.

## PLACEMENT

Beginning in 1920 an attempt was made by the bureau of research and guidance to develop a centralized placement system under the direction of the principal of one of the high schools, who was assigned on a half-time basis as assistant director in charge of placement. A man of wide acquaintance, he was able to interest a number of business men in his plan and with cooperation of the counselors was successful in placing more than 100 boys and girls in the period from January 1 to June 30, 1920, though lack of time, of office space, of assistance, and of telephone and clerical service made the task difficult. As a result of the curtailing of the budget for 1922 this half-time position was canceled, and it has not since been restored.

At the time of the present study some placements were still made through the central office of the bureau. The placement work of the office was handled by the assistant director in charge of vocational guidance and special classes in cooperation with the school counselors, the principal of the part-time high school, and the chairman

<sup>16</sup> XIII is omitted in the original.

of the boys' work committees of the service clubs of the city, such as the Rotary, Kiwanis, and Lions' Clubs. Many of the placements were for part-time work. High-school girls who wished to work in private households to help defray their expenses while in school were advised of such openings as had been registered with the bureau. No investigations were made of the places of employment, but the office kept in touch with the girls for a few months or until it was satisfied that the arrangement was satisfactory. Department stores also notified the bureau when extra girls were needed for sales, and the bureau communicated the fact of such openings to the school principal. Girls in junior and senior high schools who were keeping up with their classes and were regular in attendance at school might be excused, with the consent of the principal and school counselor, for not more than two days a month for such employment, which was counted as equivalent to the schooling which they lost while employed.

In May, 1924, the Oakland public schools cooperated with the Junior Division of the United States Employment Service in the establishment of a placement service to be carried on under their joint auspices. The office will operate under the direction of the principal of the part-time high school, who has been designated by the United States Employment Service as superintendent of guidance and placement for Oakland and is under the immediate supervision of the director of the bureau of research and guidance.

## THE SCHOOL ORGANIZATION AND CURRICULUM IN RELATION TO GUIDANCE

### DAY SCHOOLS

#### Prevocational and Vocational Courses.

The possibility of greatly increasing the scope of the vocational-guidance activities in Oakland is offered by the reorganization of the schools on the 6-3-3 plan which is being effected. At the present time about 15 per cent of the seventh, eighth, and ninth grade students are in junior high schools. A number of the classes, however, are in buildings also occupied by some or all of the elementary grades, and one junior high school is housed with a senior high school. Beginning with the eighth grade the course of study is differentiated into academic, commercial, and industrial or home-making courses. Four of the junior high schools have two-year trade courses receiving State and Federal aid, for boys and girls 14 years of age and over who intend to go to work early; about 5 per cent of all the pupils in the junior high schools are enrolled in these courses. The boys' courses are in woodworking and sheet-metal work; the girls', in homemaking. Special agricultural courses for ninth-grade children are also given.

Vocational training is offered in several of the senior high schools and in a special vocational high school. Three of the four general high schools give commercial courses, and one of them also offers boys four-year trade courses in automobile repairing, blacksmithing, cabinetmaking, carpentry, electrical work, machine-shop practice, and pattern making. Approximately 10 per cent of the pupils in



these schools take trade courses. Courses in these subjects and in commercial art, mechanical and architectural drafting, industrial chemistry, and telegraphy, having at least prevocational value, are also offered students taking the required academic course, as electives for which some credit is given for college entrance.

The vocational high school offers four-year courses in automobile repairing, cabinetmaking, electrical work, forge work, machine-shop work and toolmaking, and mechanical and architectural drawing for boys; in dressmaking, millinery, household management, and costume design, for girls; and in printing, for both boys and girls. A special preparatory class giving boys and girls over 14 who had not completed the work of the seventh or eighth grade an opportunity for rotation in the various shops was held for a while but has now been given up.

### Special Classes.

Special classes for children unfitted for regular classroom instruction numbered 108 in 1922-23. Twenty-one of these, having an enrollment of 336, were known as atypical classes and were provided for pupils found to have a mental age three years or more below their chronological age and to be incapable of doing the regular grade work. Sixty-eight "limited" classes are given for children who are too dull or slow to keep up with the regular grade work but who with special training in a class where only the most essential parts of the regular course are given may complete at least the elementary course by the end of the compulsory school attendance period. Practically 1,800 children were enrolled in these classes in the school year 1922-23. In addition opportunity classes were held for children of good mental capacity who had fallen behind their grades. A few accelerated classes for children of exceptional mentality have also been started. Although this phase of classification is regarded by the director of the bureau of research and guidance as important, less has been done for children above the average (except through special promotions) than for the retarded and subnormal groups, where the need is more apparent.<sup>16a</sup>

## CONTINUATION SCHOOL

Opportunity for vocational training and for some supervision by school authorities during the first year of working life is afforded by the California law,<sup>17</sup> which requires all employed minors under 18 to attend continuation school for four hours a week. The part-time school of Oakland is located in the same building as the vocational high school, and some of the shops of the latter are used by the part-time students. Vocational work is offered in printing and mechanical drawing for boys, millinery and cooking, hairdressing, and manicuring for girls, and commercial work for both boys and girls. Students desiring to elect only academic courses are permitted to do so. Because of the age of the pupils (in 1922-23 approximately nine-

<sup>16a</sup> Special provision for the physically handicapped consisted in 1925 of 2 classes for the deaf, each with an enrollment of 7, and a teacher giving instruction to 12 or 15 crippled children in their own homes.

<sup>17</sup> California, Statutes and Amendments to the Code, 1919, ch. 506; Statutes and Amendments to the Code, 1921, ch. 885.

tenths were over 16) a relatively large proportion (about three-fourths in 1922-23) are graduates of the elementary grades.

The continuation school shares the services of a counselor with the vocational high school.

## EMPLOYMENT-CERTIFICATE ISSUANCE IN RELATION TO VOCATIONAL GUIDANCE

The employment-certificate provisions of the California child-labor law <sup>18</sup> are somewhat too complicated to encourage the use and development of certificating as an agency in promoting a program for vocational counseling and placement of minors, and up to the present time certificate issuance in Oakland is little more than a means for law enforcement. The law requires work permits for all minors under 16 at work in specified occupations and, where continuation-school attendance is compulsory, for all those under 18, and requires completion of the seventh grade before a child may leave school for work. These standards are comparatively high, but responsibility for issuing the certificates is divided among three agencies. Permits for regular employment and for employment outside school hours to children 14 and 15 years of age complying with the requirements of the law are issued by the superintendent of schools or some one authorized by him (in Oakland the department enforcing the school attendance law); vacation permits to minors of 12 years or over are issued, while school is in session, by the various school principals, and at other times, according to law, by the custodian of the school records; "combined school-enrollment certificates and permits to work" for all minors between 16 and 18 years of age enrolled in part-time classes are issued by the principals of the part-time schools. Children who give their age as 16 but who may be younger are certificated by the part-time school authorities without presenting evidence of age, a circumstance which probably results in some children going to work before the age of 16 without coming in contact with any certificating agency which, if organized to do so, might give vocational advice. The provision that a new certificate must be obtained for each new position can not be used to full advantage in supervising children who have gone to work, inasmuch as it is required only for children under 16 working during the school term; and although a certificate of physical fitness furnished by a physician appointed by the school board or by some other public medical officer is required before a child under 16 can be certificated, the fact that an extremely small proportion of the applicants are refused certificates because of physical defects indicates that this provision of the law, far from being used as an instrument for vocational direction, is not even strictly enforced. Doubtless the fact that few children under 16 apply for work permits results in less care in physical examinations than where large numbers of children go to work.

Although under the law the use of the machinery of certificating for vocational-guidance and placement purposes thus presents difficulties one provision of the law is especially designed for voca-

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<sup>18</sup> California, Statutes and Amendments to the Code, 1919 ch. 258; 1921, ch. 885.



tional guidance. Since 1921 the supervisor of attendance, or where there is no such officer the school superintendent, may assign any child of 14 or over to a "vocational course in a place of employment," the employment to take the place of the regular school course. Such a child must get a permit to work and must attend continuation school, and the assignment may be made only on the recommendation of the school principal, approved by the State superintendent of public instruction. Children so assigned to vocational courses are still pupils of the school making the assignment, subject to inspection. They must return to school if the course fails in what was expected of it. This provision, according to instructions issued by the State supervisor of school attendance,<sup>19</sup> is intended for the development of "vocational aptitudes" and is designed for three types of children—the child of subnormal mentality who is unable to make progress in school but whose mental development may be accelerated by the right job; the incipient delinquent, for whom the school has failed and who in the right job may find an interest that will steady him; and the child with a highly developed interest or special talent who may find in the job the equipment and technical instruction best adapted to his needs. In Oakland the provision has been used but little and only for children of markedly inferior mentality.

The attendance department in Oakland, which issues permits to children under 16 for full-time work, is making an informal attempt, though handicapped by lack of trained workers, organization, and equipment, to use the issuance of certificates as a means of giving vocational counsel and assistance. A definite effort is made to persuade parents of the importance of keeping their children in school. Wherever possible children who are unable or unwilling to return to school are referred to social agencies for aid or urged to take part-time positions which will enable them to attend school in the morning. In many cases where full-time employment is definitely desired help in finding work is given by the certificate-issuing officer. A certain amount of informal advice as to where a position may be found is given applicants who have not yet obtained one. The economic condition of the family of all applicants is investigated, and in all cases where the child and his family are not known by the attendance department a home visit is made by the attendance officer to ascertain the economic situation of the family and to make, if possible, such adjustments as will enable the child to continue in school. Such an investigation is required by law for every child 14 years of age because a certificate can not be granted such a child unless his services are needed for family support. The Oakland Attendance Department is further enabled to exercise its influence against the child's leaving school by the custom of the schools in referring to it for investigation all children withdrawing from school, whether or not they are of compulsory school age.

### SUMMARY

Guidance activities in Oakland have developed from a bureau of vocational guidance, which was established in the public-school sys-

<sup>19</sup> The Enforcement of Compulsory Full-Time School Attendance in California, p. 25. Bulletin No. 9, Superintendent of Public Instruction, State of California. Sacramento, 1922.



tem in 1917-18, and a bureau of research also of the public schools, which in 1917 began mental testing to aid in schoolroom classification. At present the guidance program is in charge of a department of the board of education established in 1919 and known as the bureau of research and guidance. The director of the bureau is also deputy superintendent of schools in both Oakland and Berkeley, and director of the Berkeley Bureau of Research and Guidance. In addition to the director, the personnel of the bureau consists of 3 assistants with training in pedagogy and psychology but with no special training in the social sciences or in commercial or industrial fields.

The present program, the outgrowth of a program of vocational guidance and a program of mental measurement, which were developed independently within the public-school system and later combined under one department, emphasizes educational guidance through classifying pupils into teaching groups according to mental ability rather than vocational direction either through awakening in children an interest in their own abilities and aptitudes or through furnishing vocational information or advice. A vocational-information course, however, is required of all ninth-grade pupils, and since May, 1924, the bureau of research and guidance has cooperated with the United States Employment Service in operating a placement office for juniors. The reorganization of the public schools on the 6-3-3 plan gives school children an opportunity for a variety of try-out experiences in practical as well as academic work.

Each of the schools, elementary as well as junior and senior high schools, has a school counselor. All the counselors teach. The counseling program is concerned chiefly with educational rather than vocational direction and is based in the main on a comprehensive system of mental testing supplemented by personal and social data for each child. It is hoped eventually to test every pupil in the elementary schools once in two years. At present an attempt is made to give an individual test to every child entering school. Group tests are given to all sixth-grade children before they enter junior high school or departmentalized upper grades, to all eighth-grade pupils before they enter high school, and to second and fourth grade children in some schools. On the basis of the mental tests and of teachers' estimates of ability, health, personal characteristics, and home environment, pupils in many of the elementary, junior high, and senior high schools are classified into limited, regular, and accelerated groups. The tests are given by teachers and counselors whose training for the work consists of a course in testing and scoring under the direction of the bureau of research and guidance. The possibility of a hasty or incorrect diagnosis is guarded against by repeated tests and by the insistence that the results of tests must be supported by other data before being used as a basis for classification. Numerous correlations, such for example, as the relation between mental age and school success and between the test results and teachers' ratings, have been made and are given careful consideration in school administration.



## APPENDIX

### THE JUNIOR DIVISION, U. S. EMPLOYMENT SERVICE, DEPARTMENT OF LABOR

#### ITS BEGINNING

The junior division of the United States Employment Service was created by order of the Director General December 6, 1918. Officially, it was the direct outcome of the Boys' Working Reserve, established as a war emergency service and charged with the mobilization and placement of boys between the ages of 16 and 21 in civilian war work. Economic necessity or the lure of high wages at that time caused an increasing number of boys to leave school and even their homes to enter industry. Though these boy workers were often unfitted for future advancement, only a small proportion of them ever returned to school. Plans were put into effect to deal constructively with this situation, and it was arranged to place in each of the larger United States employment offices a special enrollment officer, known as the junior counselor, to whom all boy applicants should be referred. This official was to center his effort upon persuading the boys to return to school or to remain in school or, if this was not possible, to find them suitable employment, with an eye to a future career.<sup>1</sup>

Though the close of the war brought an end to this emergency service, its vision and policy clearly foreshadowed a permanent national service which would meet not only the exigencies of the reconstruction period but the continuous needs of juniors entering the occupational world. Moreover, many agencies—educational, philanthropic, and religious—had for a number of years given more or less attention to the vocational guidance and placement of youth; and all these general influences also played their part in the establishment of the junior division, which took the place of the Boys' Working Reserve in the United States Employment Service, and largely expanded its field of service.

#### GENERAL PURPOSES

The Federal Junior Service has two obvious functions in the field of junior guidance and placement:

1. To collect and make available for general use reliable information on junior employment in its relation to the public schools and the occupational world; and

2. To organize and conduct placement offices for boys and girls between the legal working age and 21 years.<sup>2</sup>

The junior division of the United States Employment Service is the agency established by the Federal Government for the purpose of experimental work along these lines. We take it that merely getting a job for a junior which is probably no better than that junior would be able to get for himself, and then forgetting all about him until in the course of events he shows up for another job of the same sort, is in no sense professional or educational work, and that the responsibility of the state and society toward the junior is in no way fulfilled by such a service. Moreover, we think that the placement office cooperating with the school authorities should establish a supervision over the working junior, whether he be in part-time school or released for full-time work in industry, which is still an education with as clearly defined professional and social and ethical aims as any high-school curriculum.<sup>3</sup>

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<sup>1</sup> Annual Report of the Secretary of Labor for the fiscal year ended June 30, 1918, pp. 211-212.

<sup>2</sup> Annual Report of the Secretary of Labor for the fiscal year ended June 30, 1923, pp. 35-36.

<sup>3</sup> Address by Mary Stewart, director of the junior division, at the annual convention of the National Vocational Guidance Association, Chicago, Feb. 22, 1924.



## METHODS OF WORK

The purposes of the service as defined above require the following organization plan: (1) An administrative office at Washington; (2) local placement offices in other cities in the States.

The Federal office in Washington conducts the administrative work of the junior division and through correspondence and field visits keeps in touch with all local offices. It compiles and interprets information, advises on experimentation, and offers itself as a clearing house of results.

The junior division cooperates with schools and other interested agencies in establishing and maintaining employment offices open to all juniors over the minimum legal working age and under 21 years. The extent of the Federal aid afforded these local offices is determined by circumstances and varies rather widely, depending on their needs and the contribution which they may, in turn, be expected to make; for offices of this sort definitely committed to the policies of centralized junior placement, of careful consultation regarding the needs of the applicant, of wise placement, and of a consistent follow-up after placement, are so comparatively recent a development that each office is regarded in the light of an experiment station and is expected to contribute to the sum of information regarding technique and method.

The officials in charge of field offices, under their appointments as Federal officers, are permitted the use of Department of Labor stationery, of blanks and forms for office records, and of the Government frank in transacting the business of the placement office. They also receive from the national office periodical news letters and bulletins, and advice in organization and administration. In addition, they may receive financial aid varying from a small portion of the salary of a placement secretary or counselor to part or whole salaries of several workers. The amount of this aid is determined by the possibilities of the junior division budget and the conditions governing the local office. The established procedure is to withdraw financial support as the office is able to become autonomous. A few offices regarded as permanent training and experiment centers receive continued aid in consideration of special services. All local offices send to Washington detailed weekly reports.<sup>4</sup>

## FORMS

The junior division supplies 10 forms for placement-office records—such as application for work, school, and employers' references, and records of place of employment and of training—and a blank for reporting weekly the activities of the cooperating offices. During the last year this weekly report form (Emp. 93-J) has been carefully revised with the advice of a committee of experts in guidance and placement not only from cooperating offices but from others in the field. The form presents the range of activities suitable to a junior office, which, in the judgment of this committee, will allow statistical report, and it aims toward practical uniformity of definition and standardization.

## COOPERATING OFFICES

It is the practice of the junior division, in consideration of a limited budget, to develop to a point of efficiency a few placement offices in representative sections rather than to spread superficially over a wider territory. It is at present assisting in the maintenance and operation of local placement offices in 28 cities in 15 States. The work in these cities is in various stages of development. In some it has been established for several years; in others the contact has been recently made. The type of organization, extent of service, and number of persons engaged in the work depend largely on local conditions. All the offices, however, represent a centralized junior placement service open to all boys and girls in the community between the legal working age and 21 years applying for vocational guidance and placement. A list of the cities thus cooperating, together with the agencies through which the cooperation is effected, follows:

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<sup>4</sup> For copy of the weekly report blank used, see pp. 438-440.

State and city		Agencies
California:		Public schools
Berkeley	-----	Do.
Huntington Park	-----	Do.
Long Beach	-----	Do.
Los Angeles	-----	Do.
Oakland	-----	Do.
Sacramento	-----	Do.
San Diego	-----	Do.
San Francisco	-----	Do.
Stockton	-----	Do.
Delaware:		Do.
Wilmington	-----	Do.
Georgia:		Public schools and city cooperative employment service
Atlanta	-----	
Illinois:		Public schools
Rockford	-----	
Indiana:		
Gary	-----	Do.
Richmond	-----	Do.
South Bend	-----	Do.
Massachusetts:		
Pittsfield	-----	Do.
Worcester	-----	Do.
Michigan:		
Jackson	-----	Do.
Minnesota:		
Minneapolis	-----	Do.
St. Paul	-----	Do.
New Jersey:		State department of labor and public schools
Jersey City	-----	
New Mexico:		Public schools
Albuquerque	-----	
Oklahoma:		
Oklahoma City	-----	Do.
Pennsylvania:		
Pittsburgh	-----	Do.
Rhode Island:		
Providence	-----	Do.
Utah:		
Salt Lake City	-----	Do.
Wisconsin:		Do.
Green Bay	-----	
Milwaukee	-----	State industrial commission

*Weekly report of activities, Junior Division, U. S. Employment Service*

Week ending:

City -

## Applicants registered

[illegible]

### Applicants placed in positions

	Under 16	Over 16	Total	Under 16	Over 16	Grand total
				New	Replacement	
				Total	Total	
Boys.....						
Girls.....						
Total.....						

Returned to school

Retained position on advice

Office interviews

	Under 16	Over 16	Total	Under 16	Over 16	Total
Boys.....						
Girls.....						
Parents.....						
Employ- ees.....						
Others.....						
Total.....						



Jobs registered										School grade completed by new registrants											
Under 16				Over 16				Grand total	For the current week												
New	Hold-overs	Total	New	Hold-overs	Total	Boys	Girls		Total	Minus 6th	6	7	8	9	10	11	12	Plus 12th			
Boys.....																					
Girls.....																					
Total.....																					
Placement classifications (total boys and girls)																					
								Inexperienced	Experienced	Total	Grand total										
1. Agriculture, forestry, animal husbandry.....																					
2. Extraction of minerals.....																					
3. Manufacturing and mechanical industries.....																					
Apprentices.....																					
Machine operators and helpers.....																					
Packing and assembling.....																					
Stockkeepers and checkers.....																					
4. Transportation.....																					
Chauffeurs, truck drivers, wagon helpers.....																					
Express, telegraph and telephone.....																					
5. Trade.....																					
Bundle wrappers.....																					
Delivery.....																					
Sales people.....																					

Weekly report of activities, Junior Division, U. S. Employment Service—Continued

Placement classifications (total boys and girls)—Continued

	Inexperienced	Experienced	Total	Grand total
5. Trade.....	Stock..... Store clerks (sales)..... .....			
6. Public service (not elsewhere classified).....				
7. Professional.....	Assistant to doctor, dentist, etc..... Draftsmen..... Laboratory workers.....			
8. Domestic and personal.....	Housework..... Hotel and restaurant service..... Nurse girls and attendants..... .....			
9. Clerical.....	Bookkeepers..... Cashiers..... Clerks (bill, time, file, order, etc.)..... Office aides..... Office machine operators..... Messengers..... Typists and stenographers.....			

COLLATERAL ACTIVITIES

1. Cases of follow-up.....	.....
2. Number of responses (optional).....	.....
3. Number of visits to employers.....	.....
4. Number referred to social agencies for special aid (e. g. scholarship, clinic, etc.).....	.....
5. Number entering evening school, part time or any extension courses.....	.....
6. ....	.....









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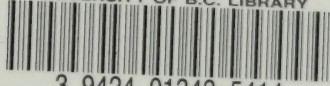
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